DOCUMENT RESUME

ED 040 506 24 EA 002 923

AUTHOR Becker, Gerald; And Others
TITLE Issues and Problems in Elementary School Administration. Final Report.
INSTITUTION Oregon State Univ., Corvallis. Center for Educational Research and Service.
SPONS AGENCY Office of Education (DHEW), Washington, D.C. Bureau of Research.
BUREAU NO BR-8-0428
PUB DATE Feb 70
GRANT OEG-9-8-080428-0142
NOTE 194p.

EDRS PRICE EDRS Price MF-$0.75 HC-$9.80
DESCRIPTORS *Administrative Problems, Administrator Background, *Administrator Role, Collective Negotiation, Educational Facilities, Educational Finance, *Elementary Schools, Federal Programs, Instructional Programs, Leadership, National Surveys, Organizational Climate, Personnel Policy, *Principals, Professional Associations, Regional Laboratories, Social Environment, Student School Relationship

ABSTRACT

This national study was conducted to determine the problems of the elementary school principal; the types of assistance available to principals from the U.S. Office of Education, State departments of education, colleges and universities, State elementary school principal associations, and regional educational laboratories; and the relevance of college and university preparatory programs. Part of the study, a review of the literature on the elementary school principalship, undertaken to determine any concurrence with principals' perceptions of their problems, is contained in a separate document (EA 002 939). The study employed a questionnaire and an interview guide. The primary source of information was a sample of elementary principals from the 50 States selected to achieve balance in both a regional classification and a six-step, rural-urban classification. Problems identified were organized into six categories: (1) school and society, (2) pupil personnel, (3) instructional program, (4) administrative leadership, (5) organizational texture, and (6) finances and facilities. The principals were also asked to suggest anticipated problems for the next 10 years. Conclusions and recommendations are provided on the elementary school principalship and its future. (DE)

U.S. Department of
Health, Education and Welfare

Office of Education
Bureau of Research

BR 8-0428
PA 24

ED040506

ISSUES AND PROBLEMS IN ELEMENTARY SCHOOL ADMINISTRATION

Final Report

Project No. 8-0428
Grant No. OEG-9-8-080428-0142

by

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under the direction of
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February 1970

The research reported herein was performed pursuant to a grant from the Office of Education, U. S. Department of Health, Education, and Welfare. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Office of Education position or policy.

Center for Educational Research and Service
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Corvallis, Oregon

EA 002 923

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ACKNOWLEDGMENTS

This study is the result of the efforts of many people. Without the assistance and cooperation of all the elementary school principals, the presidents of elementary school principals associations, state department of education staff members, college and university personnel, Department of Elementary School Principals officials, the U. S. Office of Education personnel, and regional educational laboratory representatives, this study would not have been possible.

Dr. Glenn C. Boerrigter, Acting Director, Division of Elementary and Secondary Education Research, U. S. Office of Education, provided considerable assistance in the initiation of the study. Dr. Arch K. Steiner, Research Associate of the same branch, was particularly helpful in establishing schedules to expedite our interviews in Washington, D. C.

The Center for the Advanced Study of Educational Administration, University of Oregon, provided some financial assistance during the data collection stages of the report.

To the Oregon Elementary School principals Association who helped with the field testing of the interview guide we wish to extend our thanks.

We are extremely grateful to Sherrie Schager for her participation as a team member during the writing stages of the report. Her assistance both as an editor and a writer, facilitated the organization and synthesis of the voluminous data collected during the course of the study and contributed extensively to the development of a consistent sense of purpose and design in the report.

To Cheron Taylor, Project Secretary, we are indebted beyond measure. She provided unending support and cheer in addition to managing the office, arranging travel schedules, keeping records, and transcribing our extensive notes all without regard to the personal commitment of time and energy it required.

SOME ABBREVIATIONS USED

ASCD	-	Association of Supervision and Curriculum Development
DESP	-	Department of Elementary School Principals
ESEA	-	Elementary and Secondary Education Act
ESPA	-	Elementary School Principals Association
EOA	-	Economic Opportunity Act
EPDA	-	Education Professions Development Act
NEA	-	National Education Association
UCEA	-	University Council for Educational Administration
USOE	-	United States Office of Education
HEW	-	U. S. Department of Health, Education and Welfare

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Chapter I

THE PURPOSES AND DESIGN OF THE STUDY

The Role of the Elementary School Principal

Is the principal a manager or an educator? Is he a change agent or a maintainer of the status quo? Is he expected to identify new needs and directions for the community, or is he supposed to keep the schools entirely in accord with the community's expectations? Is he the director of the enterprise, the head teacher, a guidance counselor, a facilitator obtaining necessary equipment and supplies, a public relations agent, a selector of lunch menus, supervisor of custodians, repairer of pencil sharpeners, counter of lunch money, propagandist for school finance campaigns, mediator between the school and the central bureaucracy, chauffeur to sick children, advisor to troubled teachers, psychiatrist for disturbed parents, disciplinarian for overpressed children, defender of the educational faith . . . or what?

The literature on the administration of elementary schools is replete with analyses of the general school functions with which administrators must deal, the administrative and organizational patterns of today's schools, and the general maintenance techniques which elementary school principals may employ. However, there is little evidence that the day-by-day problems of principals, both in giving leadership to the staff and the community and in maintaining the schools as going concerns, have been sufficiently analyzed to provide those involved in administration and the preparation of administrators with the basis upon which to determine the knowledges and competencies which principals must have to give effective leadership to their schools.

In a previous study of the issues and problems confronting school superintendants,[1] it was revealed that superintendents are faced with problems for which they feel they need additional training and assistance. In their view, they have the technical skills necessary to deal with the ordinary maintenance problems of the school district but lack the knowledge and techniques required to deal with major social issues, the emerging changes in the technology of education, and the complex organizational and human problems, both within the community and within the school systems. Although these concerns are similar to the problems of administrators at other levels, it is apparent that the functional relationships of elementary school principals are sufficiently different to warrant a separate analysis to determine how their particular needs may be better met.

---

[1]Keith Goldhammer, Bill Aldridge, Jerry Becker, and John Suttle. Issues and Problems in Contemporary Educational Administration. Eugene: Center for the Advanced Study of Educational Administration, 1967.

Talcott Parsons describes the three levels of any organization as the institutional, the managerial and the technical levels. The institutional level deals with relationships of the organization to the society of which it is a part. Insofar as school organizations are concerned, the institutional level is the legal governing agency and deals with the general legislative or policy-making functions within the schools, the determination of objectives and priorities, and the procurement of resources and support from the community. The managerial level is concerned with the direction, coordination, evaluation, and planning of procedures for maintaining the organization. The technical level of the organization is the productive level or that level which performs the basic work or services for which the organization has been established.

From Parsons' point of view the superintendent and the principal within a particular school district operate at different levels of the organizational structure and, hence, have different functions within the organization. The superintendent has managerial responsibilities, but, because of his work with the school board, is also the professional representative of the school district at the institutional level. The superintendent is the link between the organization's managerial and technical levels, on the one hand, and between the institutional level and the public, on the other. The principal engages in his responsibilities primarily on the technical level; he is closely associated with the managerial functions and personnel, but he is generally not involved in the legislative, allocative, and policy-making functions of the superintendent. He serves as the link between the managerial and the technical levels of the organization.

The principal is in direct contact with teachers, parents, and pupils. He manages the processes through which goals are effected, policies are implemented, and satisfaction or dissatisfactions with the school program are secured. Although he is probably more secure than the superintendent of schools, since he is frequently protected by tenure provisions, he is the school official who can most easily be held accountable for the success or failure of the educational program.

At the present time, there is great emphasis in American society upon the improvement of school programs. Although the superintendency is a key position for the allocation of resources and employment of personnel, it is only through this allocation and employment that he can actually affect changes in the school organization. The principal of the specific school is, undoubtedly, in the key position to guide the processes of change and the implementation of overall goals and strategies which ultimately influence the success or failure of an educational program.

Objectives of the Study

The main objectives of this study were:

1. To determine the elementary school principals' perceptions of the problems which they face in administering their schools;

2. To develop a systematic framework for analyzing the principals' perceptions of their problems and the general societal and professional factors from which they arise;

3. To study the basic patterns for the preparation of elementary school principals and to determine the relevance of preparatory programs to the problems which confront elementary school principals;

4. To make a systematic review of the literature and research on the elementary school principalship to determine the extent to which there is concurrence between the literature and the reported perceptions of principals;

5. On the basis of findings, to make recommendations for further research and development needed with respect to the elementary school principalship, the preparatory programs for elementary school principals, and needed service programs established through state departments of education and the U. S. Office of Education.

Procedures of the Study

During the initial stages of the study, the research team made a thorough review of the current literature on the administration of elementary schools and the roles of the elementary school principals in relating to the issues and problems of the schools. The findings of that review will be published in a separate document.

From the review of the literature, information was garnered that served to generate basic categories of problems and assist in the development of interview guides. The categorization system that was developed and utilized in the analysis of the data is presented in Table I-1.

Two basic instruments, a questionnaire and an interview guide, were used in the collection of the data. The questionnaire was designed to collect demographic information as well as other information that would reduce subsequent interviewing time (see Appendix A). This instrument was field tested and refined prior to final data collection.

Table I-1

Categorization of Problems
of Elementary School Principals

1. School and Society
   - 1.1 Community Influences
   - 1.2 Federal and State Involvement
   - 1.3 Goal Setting
   - 1.4 Public Relations

2. Pupil Personnel
   - 2.1 Involvement
   - 2.2 Management
   - 2.3 Pupil Assessment and Development
   - 2.4 Individual Differences
   - 2.5 Cultural Differences

3. Instructional Program
   - 3.1 Evaluation
   - 3.2 Personnel Selection and Placement
   - 3.3 Supervision
   - 3.4 Innovation
   - 3.5 In-service
   - 3.6 Communication
   - 3.7 Curriculum Development

4. Administrative Leadership
   - 4.1 Climate
     - a. Personal Values
     - b. Style
   - 4.2 Preparation
   - 4.3 Resources
   - 4.4 In-service Training
   - 4.5 Role Identification
   - 4.6 Research

5. Organizational Texture
   - 5.1 Building Organization
   - 5.2 District Organization (Policies)
   - 5.3 Militancy
   - 5.4 Negotiations
   - 5.5 Administrative Employment Practices
   - 5.6 Communications

6. Finances and Facilities
   - 6.1 Maintenance
   - 6.2 Service Staff
   - 6.3 Records
   - 6.4 Equipment
   - 6.5 Supplies
   - 6.6 Referenda
   - 6.7 Transportation
   - 6.8 Buildings

Interview data was collected and will be reported from six basic population sources. On the national level, officials of the U. S. Office of Education and the department of elementary school principals were interviewed. A second source was twelve regional educational laboratories which had been identified as having programs related to the elementary principals or to this study. State level representatives from three basic groups were interviewed in each of the fifty states; officers in charge of programs in elementary education from state departments of education, the president of the state elementary school principals association, preferably the 1968 president, and representatives of one and, where possible, two of the major colleges or universities engaged in the training of elementary school principals.

The primary source of information was obtained from the sample of elementary school principals representing each of the fifty states who we called "visibles" due to the selection process. Because of the national scope of the study, it was decided that the sample should be equally representative of all states and be stratified according to their rural-urban orientation. A rural-urban classification system of the Bureau of Census was used as a model in establishing categories of elementary school principals (see Table I-2).

Table I-2

Rural-Urban Classification of Principals

Category I:	An inner-core school of the metropolitan center which has a population of approximately 50,000 inhabitants or more. The inner-core school is in the central portion of that metropolitan area.
Category II:	An outer-core school of a metropolitan center which refers to the peripheral districts within a city of 50,000 inhabitants, or more, not to include the inner-core.
Category III:	A school in a suburban area of 25,000 to 50,000 inhabitants outside of a standard metropolitan center.
Category IV:	A school in an intermediate size district which is one within an area which has between 15,000 and 25,000 inhabitants.
Category V:	A school in a small district which is one which serves an area of between 2,500 to 15,000 inhabitants.
Category VI:	A school in a rural district which serves a population area of less than 2,500 inhabitants.

A nomination technique was used to select a stratified sample of principals in each state. An officer of the state department of education, the president of the elementary school principals association and the dean or his designated representative from one or two of the major colleges or universities who prepared elementary school principals were asked to nominate three principals in each of the six categories (see Appendix C). A total of 2,364 nominations were received. From these nominations, the sample of 300 elementary principals, one from each category in each state were selected. These "visibles" were chosen on the basis of (1) frequency of nomination and (2) geographical dispersion throughout the state. Letters of invitation to participate were sent to the principals selected (see Appendix C). In the few instances of outright rejection or unavoidable conflict, alternate selections were made. Of the 300 principals selected, 291 interviews were completed. Nine interviews were not completed due to inability to make appropriate adjustments to schedules created by complications which could not be avoided, such as inclement weather for travel, and in one case the death of the respondent. The sample by regions and categories of principals is presented in Table I-3.

Table I-3

Principals Interviewed by Regions
and Categories of Schools

Region	1	2	3	4	5	6	Total
I	5	5	5	5	5	5	30
II	6	6	5	6	6	6	35
III	6	5	5	6	6	6	34
IV	6	6	6	7	6	6	37
V	7	7	7	7	7	5	40
VI	6	5	6	6	5	6	34
VII	6	5	5	6	6	6	34
VIII	6	5	6	6	6	6	35
IX	2	2	2	2	2	2	12
Totals	50	46	47	51	49	48	291

The on-sight interviews were approximately two hours in length and included the completion or clarification of questionnaire items when necessary. The states were clustered into nine geographical regions (see Table I-4) and interviews were conducted throughout the regions by the research team at approximately the same time. The original plan included an analysis by regions; however, this was eliminated as a result of budgetary restrictions.

Table I-4

Regions Employed in the Study

Region I

Oregon
Washington
Idaho
Montana
Wyoming

Region II

California
Nevada
New Mexico
Utah
Colorado
Arizona

Region III

North Dakota
South Dakota
Minnesota
Wisconsin
Nebraska
Iowa

Region IV

Missouri
Oklahoma
Texas
Arkansas
Louisiana
Kansas

Region V

Michigan
Illinois
Indiana
Ohio
Kentucky
Tennessee
West Virginia

Region VI

Mississippi
Alabama
Florida
Georgia
North Carolina
South Carolina

Region VII

Delaware
Virginia
Maryland
Pennsylvania
New Jersey
New York

Region VIII

Maine
New Hampshire
Massachusetts
Connecticut
Rhode Island
Vermont

Region IX

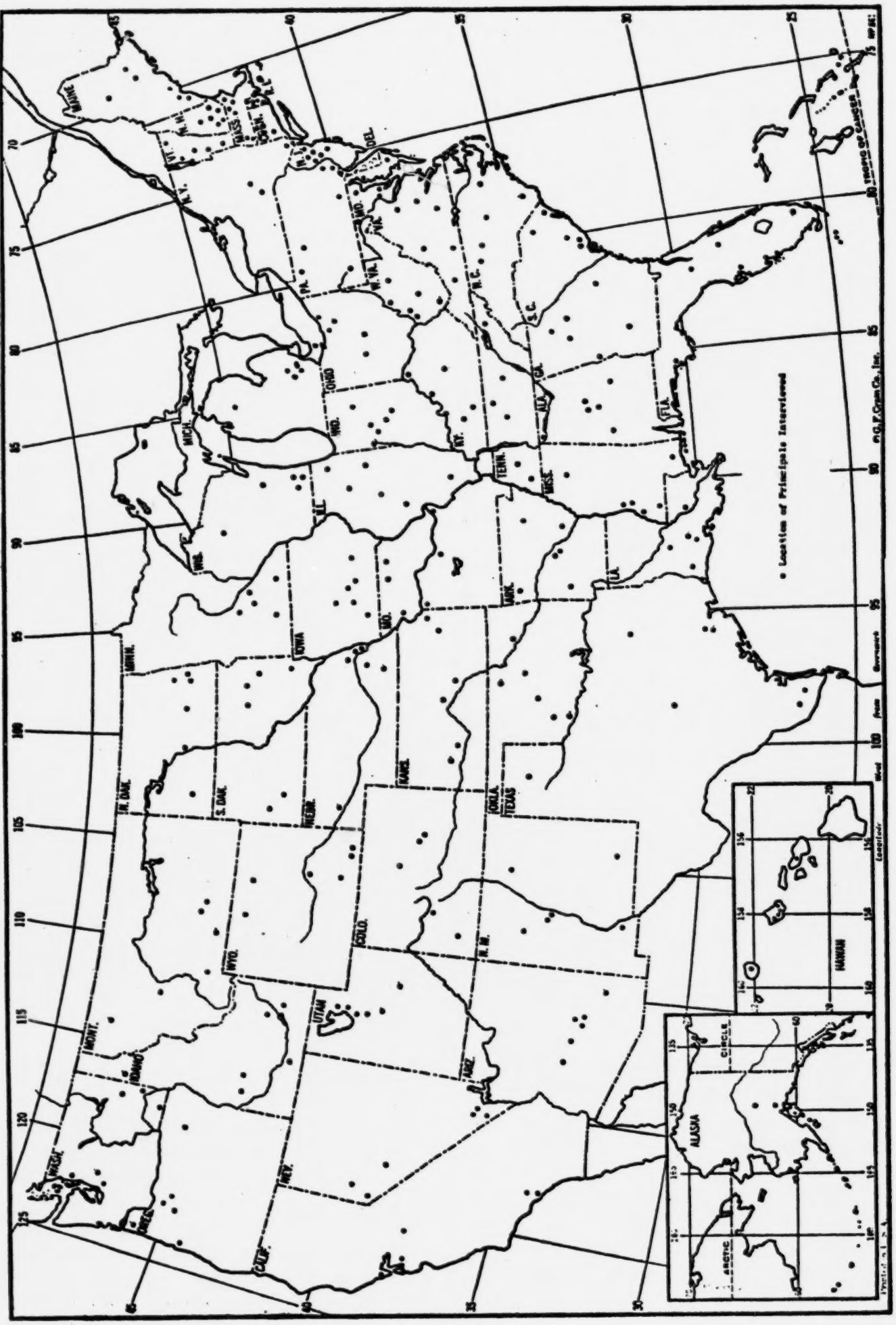
Hawaii
Alaska

and

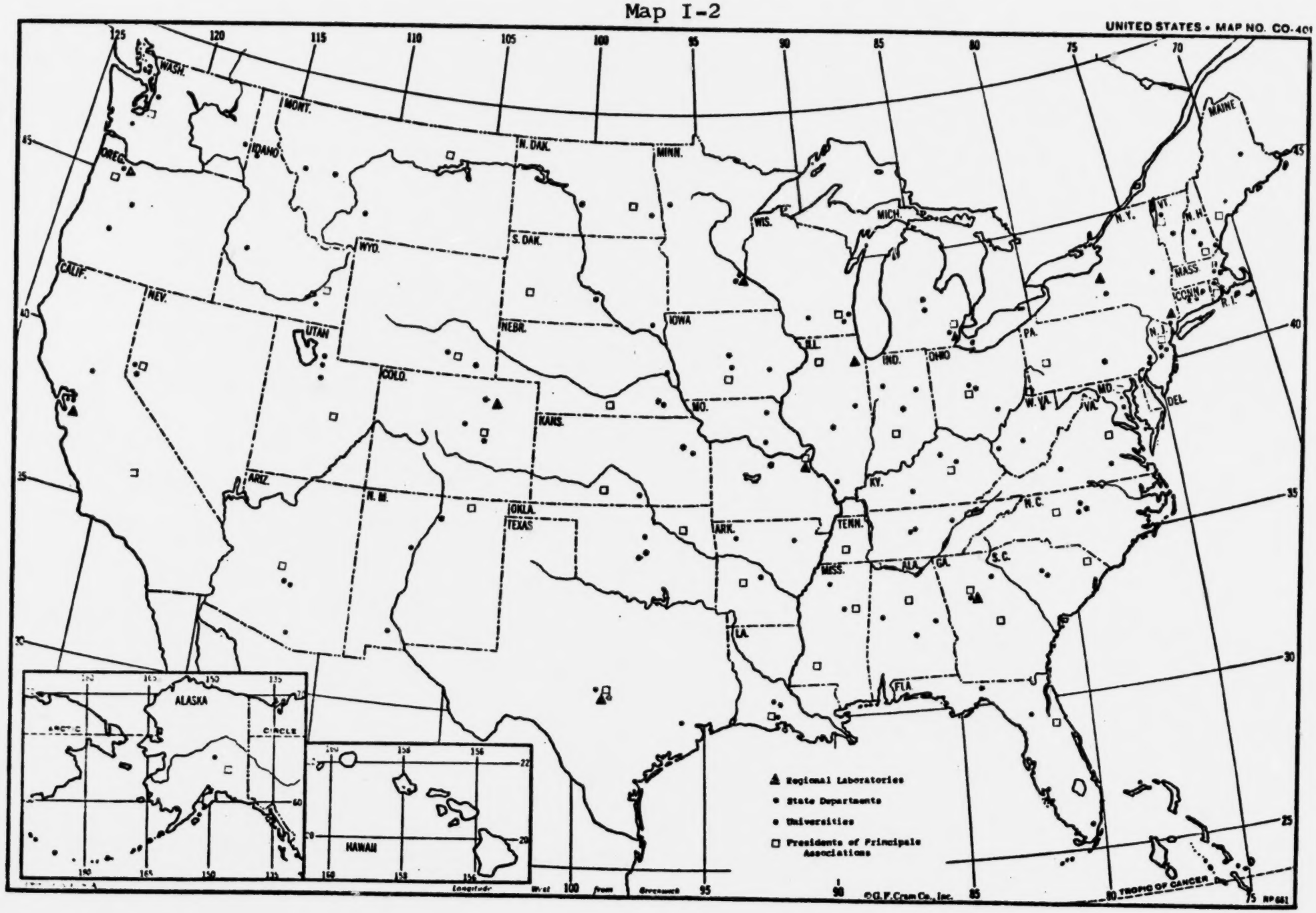
Washington, D. C.

In total, the study included data from officials of the two national offices, 12 regional laboratories, representatives of 50 state departments of education, faculty members representing 87 colleges and universities, 50 officers of the state elementary school principals association and 291 visible elementary school principals. In all, 509 respondents were interviewed for the data that are presented in the study. The interviews held at the location of the interviewee were conducted during the period from November 1968 to May 1969. See maps I-1 and I-2 for location of participants.

Map I-1


UNITED STATES - MAP NO. CO-401
• Location of Principals Interviewed
HAWAII
ALASKA
CIRCLE
ARCTIC
MAINE
VT.
N.H.
MASS.
CONN.
R.I.
N.Y.
PA.
N.J.
DEL.
MD.
W.VA.
OHIO
MICH.
KY.
N.C.
S.C.
GA.
FLA.
TENN.
MISS.
ALA.
LA.
ARK.
TEX.
OKLA.
KANS.
NEBR.
IOWA
MINN.
N. DAK.
S. DAK.
WYO.
COLO.
N. MEX.
ARIZ.
UTAH
NEV.
IDAHO
MONT.
WASH.
OREG.
CALIF.

Map I-2


UNITED STATES • MAP NO. CO-401
WASH.
OREG.
CALIF.
IDAHO
NEV.
MONT.
WYO.
UTAH
ARIZ.
COLO.
N. MEX.
N. DAK.
S. DAK.
NEBR.
KANS.
OKLA.
TEXAS
MINN.
IOWA
MO.
ARK.
LA.
WIS.
ILL.
MICH.
IND.
OHIO
KY.
TENN.
MISS.
ALA.
GA.
FLA.
S.C.
N.C.
VA.
W. VA.
PA.
N.Y.
MD.
DEL.
N.J.
CONN.
R.I.
MASS.
VT.
N.H.
MAINE
ALASKA
ARCTIC CIRCLE
HAWAII
Regional Laboratories
State Departments
Universities
Presidents of Principals Associations
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Chapter II

PROBLEMS OF THE ELEMENTARY SCHOOL PRINCIPAL

In this chapter, the responses made by practicing elementary school principals regarding the nature of the problems which they face in the elementary school are discussed concurrently with the responses made by college and university representatives, officials from the state departments of education, and presidents of elementary school principals associations. While the primary focus of this chapter is upon the elementary school principal, comparisons between each of the aforementioned primary reference groups will be developed when possible.

The concerns expressed by elementary school principals, college and university representatives, state department of education officials, and presidents of elementary school principals associations encompass all six problem categories. The major concerns of each of these four groups fall within the areas of the Instructional Program, Organizational Texture, and Administrative Leadership. The problem areas of School and Society, Pupil Personnel, and Finances and Facilities received less consideration from the respondents.

While a great number of problems were identified by each of the four primary groups interviewed, all problems listed and discussed in this chapter are considered to be among the <u>three most significant problems</u> facing the elementary school principal today. In the case of the recorded responses of elementary school principals, the problems they identify represent the three most important problems in his own school and do not represent a principal's attempt to generalize the nature of the problems facing other principals in his respective state.

A total of 478 respondents comprise the population from which data for this chapter was derived. Among this total interview group, 291 interviews were conducted with elementary school principals; 87 respondents were college and university officials; 50 interviews were held with officers in charge of elementary education from the various state departments of education; and the remaining 50 respondents were presidents of elementary school principals associations. Interview data from the 12 Regional Educational Laboratories and from the U.S. Office of Education are not integrated into this chapter.

Each problem grouping is herein discussed in the order of the classification format (see Appendix A). Specific problem areas will be accorded an importance consistent with the importance given each problem by the total number of respondents. Unless otherwise indicated, all percentages given will reflect a proportion of the entire interview group.

School and Society

The following table consolidates the responses made by elementary school principals, college and university officials, state department of education representatives, and presidents of the elementary school principals associations. These responses indicate the extent to which problems of "School and Society" were identified by these interviewed groups as being among the significant problems facing the elementary school principal.

Table II-1

Problems Related to School and Society

Classification	Rank of Problem 1	2	3	4
Community Influences	19	21	26	66
Federal/State Involvement	11	9	15	35
Goal Setting	2	2	2	6
Public Relations	21	18	30	69

Community Influences

Considerable variation was evident among views expressed regarding the influence of the community upon the schools. Such variation centered upon the nature and extent of community involvement in the selection and direction of principals and the promotion and control of elementary school programs.

In some communities, pressure has been applied directly upon the principal and the school by the school's patrons, while in other settings, the community has neither been involved in the schools nor has it given any indication that they actually desire involvement. Seemingly, whichever of these two direction the community chooses to take with regard to their schools, there are principals which regard this involvement as a problem.

This dichotomy over community involvement and influence in the school setting was expressed in the following statements made by various elementary school principals.

> Parents in this area have a high educational background and a high interest in their child's education. They feel they have a right to say and do what they please at the school and this creates problems for the teachers and administrators.

A second principal replied, "Parents feel they know more about elementary education than do the teachers."

While the aforementioned comments suggest that parental involvement can be damaging to teachers, programs, and principals, the inverse of this concern was also stated:

> Parents are not taking their responsibility of providing for the needs of their children. Parents in this area cannot see the need for education because of existing job discrimination and the lack of job opportunities.

An additional principal stated, "There is a lack of interest on the part of parents. They do not care if their children attend school or not." Finally, a principal offered, "Parents are often not concerned with the knowledge and skills that their children should have."

Of the 50 times which principals referred to the problems associated with community influences in the schools, 25 responses (50%) were registered in either inner core or outer core elementary schools in the large metropolitan centers of the United States. This would seem to indicate that it is in these locales where the problems of community involvement and cooperation in the school's programs are the most evident. Additionally, it is in these same dense population centers where principals typically voice a concern that community involvement is lacking and that parents are abdicating their responsibility for cooperative educational planning and implementation.

Where the inner-core school existed within the center of a low socio-economic or racially diverse population area, the problems are compounded. One principal in such an area commented, "The area is loaded with low socio-economic people and the parents have little education and they offer us no support at all." A second principal added, "Many of these families are ADC families and lack many things, but basically, they lack experiences which would help make education relevant."

Conversely, the elementary schools which are centered in suburban areas or in "bedroom communities" show signs of proportionately higher degrees of community involvement in the schools. Where a principal expressed concern over overt community activity, the likelihood of better educated patrons was generally indicated.

In one state where community involvement and cooperation with the schools has been marked by apathy and disinterest, the president of the state's elementary school principals association commented:

> There is considerable apathy among community people about schools. It seems that people have trusted the schools too much and expect them to do the job without their involvement. Parents need to get involved and know what is going on in school and push for what is needed.

One university official remarked that the fundamental question related to the issue of community influences is how to get the community

members involved with their schools while, at the same time, "maintaining professional control" over the school systems. Certainly the issue of community apathy versus community involvement in the framework of "professional control" (if it is professional control which is desired) is far from resolution in many of the school settings where interviews were conducted.

Where population mobility patterns suggest a high degree of localized population movement, principals indicated that the extent of community influence upon the schools is minimized. In one such area, supported largely by an existing armed forces base, the principal commented.

> Many of the people here are in the military and they do not like the area nor do they fully understand the school's problems. In either case, they leave before they have become involved with the school.

While the existence of a mobile population is a problem posed by several elementary school principals, the influence of low-rent housing, signs of a reduction in "law and order", and sizeable increases in the actual breakdown of the family as a social institution create problems which were mentioned far more frequently by principals.

In those areas where there was considerable low-rent housing, not only are parents typically not involved with the school, but additionally, the schools suffer from low tax assessments and low property evaluations, factors which give them a meager tax base upon which they can depend for their financial support. In addition to the financial burden which this often places upon the total school district, the local affect is often found manifested in inadequate building maintainance, insufficient instructional equipment, and/or in a totally outmoded physical plant. Overcrowded classrooms and high teacher-pupil teaching ratios are common in these settings. The overall affect is typically a situation most difficult to overcome without the mobilized efforts and the support of the people who reside within the community. Unfortunately, principals in such community areas often seem resigned in the face of the barriers posed for more positive future educational development of these schools.

Many of these same locales are faced with social and family degeneration problems which find manifestation in the school setting. One principal stated, "Today we have more broken homes, working mothers, and the general breaking up of the family unit. Our kids come to school with these problems." A second elementary school principal added:

> The socio-economic background of this school is extremely poor. Many of these children come from broken homes and many do not live in their own homes. We have to provide

> many of the welfare and social services in the school which are normally taken care of in the home or in the community.

Indeed, many of the schools in these settings are making increased efforts to provide more than a basic educational program when it has been found necessary to do so. Several schools were found which offer clothing, extended evening programs, and supplementary breakfast and dinner meals for students who come from homes which do not provide these essentials. An apparent wide base of community support is evident where such school-centered attacks are being made on local poverty or family negligence.

Related to this, several principals expressed concern over increased incidents of youthful destructiveness centered either upon or within the school. One principal asserted, "There is an undertow in this area attempting to destroy law and order. Society wants law and order but we don't seem to want to comply individually." A college official, supportive of this opinion, concluded:

> Civil disobedience and rebellion has moved into the elementary schools. It seems to be more difficult to handle the students today. There is a tremendous push for excellence for all kids which contributes to this situation. With all this pressure, kids just don't have time to be children. It seems we are trying to make adults out of them too soon. We are letting students assume too much authority in policy-making at a much too early age. We are presenting the idea that whatever they want should be readily provided. And if students don't like something, they should rebel, riot, or just change it. Television and news releases only help to maintain this situation.

In those settings where the school is a focus for community dissidence, aggression, and disorder, each section of the community is often depicted as having its own selfish objectives. Community influences in these community areas reflect diversity rather than any commonality of concern over the local school.

In a southern state, the president of the elementary school principals association suggested that the black people in the community were actually hurting their schools:

> When Negroes march on their schools, they hurt the children and the morale of the faculty. Sometimes they just come in and tear up the building. Actually, they shouldn't come to the school at all because we are doing everything we can. Our hands are tied; they should go to the school board and make their demands. We have no Negro on the school board. We have no power there. There is too much difference between what we need and what we get.

Whether the focus of community involvement and influence centered around the issues of racial differences or upon socio-economic factors, the opinion expressed by one elementary school principal seemed to aptly summarize the apparent volitility found in several school settings:

> Poor relations between the various groups of the community have created misunderstanding and a lack of communication. The groups are interested only in their own immediate welfare and not in the welfare of their children.

Federal and State Involvement

Within the general area of federal and state involvement in public education, the majority of responses centered around the issues related to school desegregation and federal funding of programs in the elementary schools.

Problems of school integration were mentioned by respondents in every region in the United States with the exception of Region I, and represent a proportionately more significant concern by college and university officials and presidents of elementary school principals associations than was the case in interviews held with principals or state department representatives.

The court order for desegregation of the schools and the intervention of the federal courts and the federal government into those schools which had not complied with previous court orders has stirred many feelings. The "freedom of choice" arrangement within school districts has failed to satisfy either the federal government or the courts. The attitudes of the people, both black and white, compound the problem, as differences of opinion eminated from each interview regarding "forced" integration.

Principals indicated that many of the problems which surrounded the school integration issue originate in the home. Parents have strong opinions of this issue and the children become indoctrinated with these opinions before they have an opportunity to experience desegregation for themselves. One principal commented:

> The leaders of the nation are making and recommending changes which people are not ready for. Fear of control over and beyond the desegregation issue is evident. The political groups are too far away from the common man. There is too much corruption in politics which is never controlled and the average man does not involve himself in politics enough to become aware of the intricacies of politics.

This same principal identified the bussing of students from the ghetto area to another school and the concurrent bussing of

students from his school into the ghetto as an example of the political solution which is not understood or appreciated by the parents in his community.

Many of the blacks in the community appear interested in the concept of school desegregation but yet are opposed to forced school desegregation. Many of the black principals indicated this concern. Several of them related that as forced desegregation is put into effect, they are being replaced as the educational leader in their schools with a white principal. These black principals fear that this removes a figure or position with which the black child could relate and aspire to reach.

The president of one of the state elementary school principals associations indicated that in his state approximately 50 school districts have lost federal funds, and programs designated to hold students in school have been eliminated. District officials demonstrated a reluctance to utilize black principals in a mixed or primarily white school and have not given them a chance to demonstrate their abilities even though these black principals are qualified for these positions.

One black principal indicated:

> I was involved both in integration of faculty and students. I did not find any difficulty between teacher-teacher relationships. I had no problems with requests for transfer from parents when I placed white children in the Negro teacher's room. There were just no major problems at all in the integration of my school.

While the apparent ease with which school integration was accomplished in this school can be commended, it does not represent the typical situation found in the course of this study.

In addition to the compounded problems already mentioned, other significant issues have developed in schools attempting desegregation. A university official stressed:

> The administrators are having a difficult time integrating the colored students into the white schools and also integrating the white teachers into the colored schools. The white principals find this as a serious problem to themselves. The Negro principal is finding himself in a position where he is losing his job as an administrator because they are closing down many of the colored schools.
>
> The federal court orders have created many problems not only with bringing whites with blacks but also the problem of the lowering of the degree of education

> which white children can now get. The Negro student is not able to compete academically with the white student. This has created an immense achievement level spread in most of the elementary schools in this state.

Several of the university officials suggested that black teachers brought into previously all-white schools are not adept at designing programs of a high level of quality. This loss of quality or anticipated loss of quality in public education has created a situation where private schools are flourishing. A college representative commented:

> The state legislature tends to look toward private schools as being representative of quality education. This is endemic in the entire structure of this state. The parents who can afford to send their youngsters to the private schools do so. The chairman of the State Board of Education sends his youngsters to private school. No wonder there is a problem in actually implementing quality integrated education.

Beyond the practical problems of finding sufficient numbers of qualified teachers to work in newly integrated schools, of cross-town bussing, and of increasingly diverse student achievement levels, the actual degree of integration presently being accomplished was questioned by one university official.

> When directed to integrate the schools, in most cases provisions were made to provide an opportunity to mix the school populations, bringing white children into previously all-black schools and black children into white schools. However, in cases where students have been physically integrated into the schools we seldom find true integration where the child has been integrated into all of the activities of the school and the community. We will not have true integration until the child is socially integrated as well as physically integrated into the school.

Beyond the issue of federal and state involvement in school desegregation, the implementation of federal programs within the elementary schools had created additional problems which were mentioned by principals.

The implementation of federal programs within the elementary school has stimulated a system of parallel administration in many buildings. Principals find supervisors, consultants, specialists and others assigned to their building periodically for purposes of operating federally funded projects. Many of these individuals are answerable only to central office staff which raises questions as to who the

educational leader in the building really is. It was pointed out that some principals do not even recognize that they have a problem of parallel administration. They complain that people do not do what they want them to, but they do not realize that these individuals are not answerable to them.

> These principals need considerable help to realize what their role is, what their responsibilities are, and to establish themselves as leader of their building. They must make it clear that this is creating a problem within his building, and it must be worked out with the central office staff.

In addition to federal intervention, principals are experiencing deficiencies in leadership, program mandates and poor quality consultative assistance. State education officials are not providing the impetus and direction that is needed to strengthen school programs. "The commissioner's office does not have the resources of professional educators as needed and the commissioner himself is of questionable quality." State offices have added consultants to the staff to strengthen services, but principals complain that these consultants do not get out to the school, or that when consultants did appear at the building, they were of questionable quality. Insufficient funds were considered the basic contributing factor to this condition as state officials are unable to attract persons of high calibre with the existing salary levels.

States have placed into law compulsory programs and evaluation procedures without providing the necessary appropriations for school districts to implement them. They have not provided time for adequate planning or for the development of staff competencies necessary to carry them out. One state legislature mandated kindergarten programs without appropriating funds for providing adequate housing facilities. No minimum standards accompanied the mandate regarding facilities; therefore, many classes will be operating under sub-standard conditions. In addition, the demand for teachers at this level and the limited supply of qualified candidates adds to the existing situation. Accreditation procedures for elementary schools within a state have been altered without consideration for familiarizing principals with the new regulations nor for providing assistance in acquiring the skills essential to accomplish the task.

> Most principals are not aware of what the state wants, are not familiar with the terms...and do not know what to do or say.

Extensive record keeping has resulted as new programs are introduced into the schools. More reports are required by state departments of education in order to monitor the use of funds. Considerable time on the part of the principal is required to gather and organize the information. For some principals it appeared that "most communications are conducted by a written report rather than by personal contact."

Goal Setting

The potential problems of establishing goals for the educational systems in the communities of the nation drew little attention from any of the respondents. In relating their concern over the development of educational goals, the principals indicated difficulty in translating the demands of their communities into some specific or general educational objectives. One principal explained:

> We have difficulty in determining what the public actually wants. We are not aware of the voice of the public. We are chained to the past and comfortable with tradition and past successes.

There was some indication that a majority of the citizens of the community are not verbalizing their concerns about the educational program in the schools. A principal indicated:

> There is a lack of awareness of the community's commitment to education. There is a lack of a vocal middle group. The upper socio-economic group sends their children to private schools and the lower groups do not appreciate education.

A second principal indicated that minority groups are vocal but their concerns are often not heeded because they are considered the minority and not "important enough to cause change."

A college official explained the apparent lack of educational goals within the state as the direct result of population flux and the presence of a diverse population mixture within the community. As a result, "there is no common community bond upon which to develop common educational goals."

A university representative in one state indicated that educational goal setting is being determined largely by the influence of the church.

He commented:

> Principals in this state are home-bound, paternalistic, lack experimental desire, and are focusing upon pleasing school boards and superintendents. We're extremely ingrown here. The schools are dominated by traditional school boards, superintendents, and legislators. The strong hand of the church is present everywhere. There is very rarely an opening in the area of elementary school principalships. Principals don't leave the state; some retire periodically, but these are about the only vacancies that occur. Our educational goals were set 75 years ago and it is unlikely that they will change.

Public Relations

Public relations and the problems related to this area drew a significant number of responses from all four primary interview groups. Among the principals, there was a balance of responses made in each of the nine regions of the United States. Similarly, all six classifications of schools indicated that public relations posed problems for the principal.

Principals are aware that they are having difficulty communicating with their patrons and many of them expressed their inability to improve their relations and image with the general public. In some cases, the public is thought to be too involved in the affairs of the school.

> There seems to be a great deal of interest and involvement on the part of the community in the functions of the school. In some instances the communities are placing additional requirements on the elementary school, greater than those placed on the superintendent and the school board. Such things as sex education, economics, and so forth, are being requested for inclusion in the curriculum by the community. These requests are placing additional pressures upon the school without delineation of the overloaded curriculum.

In most cases, however, concern was for a disinterested, uninformed public. People do not know or understand what is needed in the schools. Parents are dissatisfied with pupil evaluation and principals have not helped them understand what the school is attempting to do with their children.

> There is a breakdown on all levels from the board on down to the classroom teacher in the communications process. As a result, the schools are not getting the support and reinforcement necessary to maintain the programs that they deserve. It is necessary that the school personnel sell the public and the parents on the school and their program. It is important that they keep the parents informed and help them to understand that it is a joint project in attempting to educate their children.

Parental reaction to the school's programs often stems from misunderstanding or misinterpretation of actual course offerings within the school curriculum. One principal commented:

> Reaction comes from misinterpretation and not understanding the school's programs. Religious backgrounds of many of these families conflict with some programs and parts of the curriculum.

Working with parents was perceived as a difficult problem by a significant number of principals. Getting working parents to attend evening meetings at the school is difficult in many settings. In addition, parents often seem to approach the school with well-developed negative attitudes. The only contact many parents have with the school comes only when the parent is called to the school because of some problem with their child. As a result, schools suffered from a negative image. A principal commented, "The schools need to look toward developing a better image and a more positive approach."

Parents have had unhappy and dissatistying experiences when they go to the school to meet with teachers and/or administrators. School personnel are not trained or experienced in teacher-parent conferences.

> Teachers lack confidence in meeting witn parents. We wait to have a conference with parents until the situation becomes critical.

Principals state that they and their teachers need time for parent conferences. They realize that the proper physical environment and ample time for a private and confidential conference needs to be provided. Time, or the lack of it, is a negative factor in public relations. It is not only a critical element for the school but also for the parent.

> The community does not use or appreciate the role of the school in the community. They have so many problems in the community that they do not have the time or ability to see the root of their answer or solution.

Teachers are assigned students every hour of their day and therefore are not available for conferences with parents or interested people except during the evenings. Parents are reluctant to come to the school after a day's work, and teachers resent giving up their families for conferences and meetings after hours.

Public relations are not successful without two-way communication. The community and school must understand each other's role in the educational process. With this perception of each others task they can combine forces in becoming a harmonious instrument in developing the environment and climate whicn is conducive to worthy educational experiences for the students.

> Problems carry over into the school from the home situations. Parents feel the school has a responsibility while the school does not think so.

In many areas, the public is quite traditional in its approach and needs to be made aware of innovative techniques and methods. The mobility of our times mixes old ideas with new and no one is providing the translation. It is generally agreed that principals

are not adequately trained in the area of public relations. This is seen as a particular problem in the area of presenting budgets. The principal is involved in communicating to the public how the budget reflects the needs and interests of the school and its programs. The citizenry is reluctant to vote tax increases upon themselves. Staff members are affected by the lack of community support for their educational programs. Innovative teachers move on to areas that give both financial support and interest to the schools.

> A community demonstrates support of their school system by establishing competitive salary schedules, continual passage of school budgets and maintaining interest in academic as well as athletic aspects of the school. Communities which demonstrate support of their school systems retain a higher percentage of their educational staff yearly.

Open communications and well-developed public relations between the parents and the school prevent problems. Parents who are not familiar with or comfortable in confiding with school personnel will seek other avenues of obtaining answers or results. They will bypass the school and go directly to the superintendent, if not individual board members.

> They always go to the superintendent and board rather than the principal and it becomes blown out of proportion. They, the public, make demands which we cannot always meet.

Unfortunately, college and university training programs were often cited for ignoring proper public relations training in the format of their pre-service programs. One president of a state's elementary school principals association commented:

> If you don't have this skill in communicating and working with parents, students and teachers, you just don't get it in your training program. Part of the problem is the principal's own personality and how acceptable he can make himself and his presentations to the community.

The more diverse are the various community elements, the more difficult are the problems of public relations. One principal related:

> The needs of the community are vital in the development of the school's program. We need to get people involved because we have such a wide range among our patrons and they need to understand our functions, purposes, and goals.

As the schools attempt to be more things to more people, especially to the people coming from culturally diverse backgrounds, the problems of public relations are compounded. A State Department

representative concluded:

> Perhaps the greatest need for better public relations is between the school and the home of the culturally disadvantaged child. Parents who have themselves had poor experiences in school are providing neither pre-school educational experiences for their children nor helping and encouraging them after they begin school. Because the parents feel socially and educationally inferior and are economically deprived, they are reluctant to participate in school functions such as parent-teacher conferences and parent-teacher activities.

Pupil Personnel

Relatively few principals named problems which were directly related to pupil personnel, but those who did emphasized most the problem of finding enough trained teachers to effectively cope with student difficulties. Table II-2 shows how the interview sample ranked the problems in the category of "Pupil Personnel."

Table II-2
Problems Related to Pupil Personnel

	Rank of Problem			
Classification	1	2	3	4
Involvement	2	1	1	4
Management	5	14	9	28
Pupil Assessment and Placement	15	4	4	23
Individual Differences	22	22	19	63
Cultural Differences	2	8	4	14

Management

Adverse conditions in the social environment create problems for the elementary school child which most principals feel must be dealt with in the school setting. Increasing divorce rates and the incidence of broken homes in some urban communities have an adverse effect on the child. Many schools are located in strife-ridden areas where riots, fighting, and racial upheaval are common in the child's experiences. According to the responses of the principals these influences are often reflected in increased disciplinary problems in the school.

> ...the total surrounding atmosphere of the school is that of delinquency, truancy, broken homes and racial tension.

> Broken homes, low income families, poor home backgrounds and poor attendance creates many of our disciplinary problems.

> Students need to be aware of good discipline. They need to learn to respect their teachers and apply themselves to the learning process.

Disciplinary problems are often enlarged by the common negative attitudes in the home towards the school. The responses of the principals in this area indicate that the child's attitude is often reinforced by that of his parents.

> Students hesitate to confide in people with authority. Parents reflect the same suspicious nature.

> Children are taught in the homes that you get what you want by taking it and fighting. This is carried into the school. Problems occurring in the neighborhood are brought to school and this creates problems of conflict.

> Many students come from families who have very little respect for schools, teachers or authority. There is a failure of parents to support the school in cases of discipline. Parents resent authority also.

Principals are concerned about what techniques should be utilized in dealing with disciplinary problems. Current practice ranges from corporal punishment to the counseling approach. Some examples of student discipline were noted by the interviewers as they visited the schools.

> One school had a 'drying out room' or 'drunk tank' for students who would come to school under the influence of alcoholic beverages. This room was about 6' by 8' with a cot.

> A student was kneeling on the floor with his nose against the wall touching a point in a circle drawn on the wall.

> Paddles were hanging on the walls which were there to either intimidate students or for swats for discipline.

Principals feel that disciplinary problems should generally be dealt with by the teacher, but they are not confident of the teacher's ability or willingness to do so. Many teachers, they say, do not have adequate training in the area of discipline and often fail to recognize the real problems of the child. Many teachers are severely overloaded and do not have the time to give problem children the attention they need.

Individual Differences and Pupil Assessment and Development

Principals show a great deal of concern for the individual student and his development. They are primarily concerned about the apparent

inability of both teachers and administrators to recognize individual differences and to adjust the instructional program to meet the needs of the individual student.

> Teachers lack the understanding and knowledge of recognizing the levels or capabilities of students and teaching for these differences. They want to keep all students at the same level.
>
> There is a failure on the part of teachers to use test results and many do not understand how to use the results.
>
> Teachers are not trained to develop creativity in students. Administrators are not trained to help develop in-service programs for teachers in this area.
>
> We are just beginning to recognize the needs of individual children, but we lack the specialists to work in these programs.

The responses of the principals indicate, however, that even greater problems prevent the successful implementation of individualized instructional programs. Additional specialized staff is required in most cases and present physical facilities are often too inflexible to allow for necessary changes in scheduling and staffing patterns.

> We lack the back-up staff for our individualized programs. When people are gone, we have no one to replace them. There is a lack of trained personnel and a lack of funds to provide the time and facilities for the programs.
>
> We have no facilities for learning and listening labs. There are no facilities for grouping into various group sizes.
>
> Each teacher is counted a unit and every unit is allocated so many children.
>
> When the addition was made to our building, there was no consideration given to special classes which require special facilities.

Though elementary school principals are aware of the critical differences among elementary school children, they face serious problems in attempting to revise their programs to take these differences into consideration. Better trained teachers, more special teachers, and more appropriate physical facilities are seen as almost insurmountable obstacles to the development of a truly individualized instructional program.

Cultural Differences

In those proportionately few schools whose enrollments are culturally diverse, the elementary school principal has unique problems. Both teachers and administrators find it difficult to develop instructional programs which will provide for these differences.

> Fifty percent of the enrollment is Mexican-American. There is a great mobility of the migrant worker. The problem of balancing the Mexican-American and other students in the various classes creates serious concern for our teachers and parents.

In many of these situations, it is necessary to employ bilingual teachers, but such teachers are difficult to keep because of the demand for their services.

Principals of schools in ghetto areas find it difficult to attract teachers who can deal with the unique problems of the ghetto child. Many teachers are not properly trained to teach in these schools and many qualified teachers are reluctant to teach in ghetto schools.

> Teachers lack the background of the culture of these children and they lack the insight into their problems. They cannot develop activities for these youngsters.

> Children from black schools need different curriculum and techniques because of cultural differences. Teachers lack preparation in working with these children.

Forced integration has in many schools caused similar problems. Pupils in these schools have dissimilar backgrounds and the need for well-trained teachers and specialists, diverse materials and supplies, and flexible physical facilities is critical. Principals find it increasingly difficult to find teachers who are willing and have the ability to take on the instructional problems encountered in the recently integrated school.

Instructional Program

The problems which were mentioned most frequently by the interview sample are those related to the maintenance and improvement of the instructional program in the elementary school. Table II-3 summarizes the relative degree of concern shown for the various problem areas included in this category.

Table II-3

Problems Related to Instructional Program

Classification	Rank of Problem 1	2	3	Total
Evaluation	4	6	3	13
Personnel Selection and Placement	55	61	64	180
Supervision	33	24	17	74
Innovation	14	12	11	37
Inservice	8	12	13	33
Communication	8	7	4	19

Evaluation

Only .3 of one percent of the principals' responses showed a concern for problems involving evaluation of elementary school programs. Responses by the elementary school principals associations and by the college and university officials interviewed implied that principals are not at present very deeply involved in evaluative procedures.

In a number of states, attempts are being made to establish an accreditation procedure for elementary schools, but in most cases, the professional staff of the school is not directly involved. In other states, evaluative criteria have not yet been developed and little formal evaluation of programs takes place. In general, the responses of the ESPA presidents indicated a need for a planned system of evaluation to determine the effectiveness of elementary education programs.

College and university officials typically pointed to the lack of long-term planning in instructional programming as an obstacle to the development of effective evaluation procedures.

> It is extremely difficult to evaluate the programs presently being conducted in the elementary school if you have not previously developed clear-cut goals and objectives. Time and time again, I have found that elementary schools have really not identified their goals. Therefore, it is almost impossible to formulate evaluative criteria to determine how well the goals have been accomplished. There is a lack of long-term planning. This is due to poor administrative leadership.

The primary concern of state department officials, however, was not for the evaluation of the instructional program, but for the evaluation of teachers. Elementary school principals, they said, lack the proper techniques and criteria for the evaluation of their staff. The basic problem is the lack of formal criteria upon which to make such evaluative judgments; the administrator is not always

able to define the criteria he uses in evaluating teachers. Because evaluative criteria are often not clearly understood, teachers tend to reject negative evaluations as unprofessional and non-objective. In some cases, school boards and superintendents demand that evaluations be made primarily for salary schedule purposes. The result is that teachers are not fairly evaluated in terms of their instructional effectiveness.

Personnel Selection and Recruitment

Personnel recruitment, selection and retention is one of the most pressing problems of the elementary school principal. This problem was mentioned in 16 percent of the principal's responses, and responses were evenly distributed among the six school classifications.

The principals of some elementary schools have difficulty recruiting and retaining their teachers because salary schedules are relatively low in comparison with those of other schools, because teacher-student ratios are high and/or because the locale of their school is not attractive to the qualified teacher.

Small rural districts have the greatest problems in recruiting personnel. Young teachers are ordinarily not attracted to small isolated communities, and the salary range in these districts is often very low. Social and cultural opportunities are often severely limited.

> Teachers are not interested in remaining in small communities.
>
> Elementary teachers are paid less than secondary teachers and elementary teachers have less status than secondary teachers.
>
> Teachers are reluctant to go into the rural areas; and money and best conditions are found in the cities.

Recruitment procedures in these small elementary school districts often consist of reading placement papers, corresponding with candidates by mail and sending out brochures, all accompanied by a considerable degree of hope. While teachers occasionally accept positions in these districts for the sake of adventure or a new challenge, they rarely stay any length of time. There is little opportunity for advancement in these districts, and the personnel turnover is usually quite high.

One college official described the recruitment problems of the small school district as follows:

> Schools in outlying areas are not attractive to qualified teachers. Therefore, those teachers that are

> professional do not go into the rural areas. Rural teachers are usually housewives or someone who owns a business in the community or an old-time resident of the area. Salaries are very low in these areas.

Schools in densely populated urban areas have recruitment problems as well. Because inner-core school districts generally have a low tax base, funds for teachers' salaries are often severely limited. High teacher-student ratios, poor physical facilities, poor working conditions, and the disciplinary problems of the inner-core school discourage qualified teachers as well as the low salaries.

> Obtaining a staff is difficult because of the publicity that the school is rough and that the buildings and working conditions are poor.

> Principals can't find qualified teachers who want to teach in the urban or rural areas because they don't want to get stuck out in the rural area, and they don't want the discipline problems you find in the urban areas.

Many of the problems involving personnel selection and retention may be attributed to the widespread lack of sufficient funds for salaries. Schools are allocated funds on the basis of student enrollment. The salaries of educational specialists and other supportive staff must come from this source of funds; teacher-student ratios for classroom teachers consequently become even greater when such supportive staff is hired, since special teachers necessarily deal with smaller groups of children.

Many states do not have competitive teacher salary schedules and are not able to employ support personnel in the elementary school. School districts lack the financial means to provide adequate guidance personnel, aides, librarians, reading specialists, art and music specialists, or even adequate secretarial help for the elementary school principal. Often the public and the superintendent recognize a need at the secondary level but still assume that "anyone" can teach elementary grades.

The role of the elementary teacher is under scrutiny in many states, and the concept of differentiated staffing is under consideration. The concept of "one teacher-one class" is being replaced by levels of instructional personnel. Teacher aides, educational technologists, teacher interns, probationary and provisional teachers completing certification requirements, the professional teacher and the senior professional teacher are all considered integral parts of the instructional staff.

The success of such an innovation in the staffing pattern of the elementary school depends largely on the availability of sufficient funds, and most principals feel that such a change cannot be implemented until present funding practices are re-examined and revised.

There is a growing concern about the adverse effects non-competitive salary schedules and the public attitude toward the teaching profession have on the profession as a whole. Officials of several colleges and universities expressed this concern.

> Salaries are not comparable to those in other areas surrounding the state. We lose half of our teachers the year they graduate from college.

> Teaching staffs are often composed of local housewives or people rejected from other districts. Teachers are usually old and not career teachers, and only teach for a supplementary income. Salary schedules are so low that professional or career teachers are not attracted to these positions. A very possible solution to this problem, as I see it, is to get more money into the school districts from the state level.

> Many teachers are in the classroom but they are not actually certified--some have had no education courses. This seems to be due to the lack of money and prestige in teaching. People want to go into professions other than teaching because of its low salaries and because "it is not high enough on the social register." Salaries are so low that there is no incentive for young men to go into the profession. When leading businessmen advise their sons to go into teaching, we will be in good shape.

In some areas of the country, recruitment of qualified teachers is difficult because of an apparent shortage of teachers. Colleges, and universities do not meet the demands for new teachers in the less densely populated states, and poor salary schedules in other states do not encourage teachers to stay in the profession. This shortage of teachers, coupled with the financial limitations of some districts, makes it necessary for many districts to hire non-certified personnel to fill teaching positions. In one state for example, there are 1200 elementary school teachers who have failed to complete a degree program at any college or university. Such non-certified personnel are cheaper than certified teachers and for that reason, local communities tend to accept or encourage such a hiring practice. One college official indicated that even the state department of education in his state had been forced to recruit in this manner.

> The state department of education advertised for some length of time last fall for people with college experience to contact them about going into teaching. This was not college training as far as bachelors degree or any degree; this was college experience. The state would place them with a permit which could be renewed by taking three to six hours a year.

Principals show great concern about staffing their schools. They state that teachers are not prepared to enter their schools because the teachers are not familiar with modern teaching techniques and programs which are being offered in their schools.

> This school is of the non-graded type and uses team teaching and other modern techniques of teaching. Many teachers are uncomfortable in this type of situation and therefore cannot function adequately. Turnover of teachers is high because young teachers move more and that is the type of teacher which is found in this type of school.

College training programs are failing to produce teachers that are abreast of the current trends, skilled in motivating the unmotivated, creative in providing for cultural differences and able to cope with classes of 30 or more students. Colleges and universities should develop a cooperative program, one that will provide the experience necessary to produce quality teachers. Principals report that if these teachers had an intern program whereby they might experience some of these new concepts and techniques, the new teachers might be better prepared to meet these situations when he begins his teaching career. The intern program would also help alleviate the need for some of the in-service programs which could in turn be directed toward other areas of concern to the teacher.

Some principals are not only concerned about the difficulty they have in attracting well-prepared teachers to their schools, but are also concerned that they, as principals, occasionally are not even involved in the selection of teachers. District policies often do not include the principal in the recruitment of teachers for his school; while the district administration holds the principal fully responsible for the quality of the instructional program in his school, the principal is not involved in the selection of teachers to support the program. They are not included in the interviewing or selection of staff members and in many cases are not solicited as to what teacher should be assigned to a given class or area.

> The superintendent selects and appoints all teachers. We have no opportunity to evaluate our people.

> People are moving around more today than ever before. Principals have nothing or little to say about teacher selection and therefore more errors of placement are made.

> The principal is not involved in the selection of teachers.

> The central office interviews and hires all teachers.

The elementary principals of many of the schools in the nation are being prevented from participating in a very critical aspect of their position.

Supervision

While most administrators consider the supervision and assistance of their teachers as one of their major responsibilities, many principals are concerned about their apparent inability to provide adequate supervision. Supervision accounted for seven percent of the problems outlined by principals. Regions IV, V and VIII had the greatest frequency of this concern among the nine regions, but in all regions there was an even distribution among the school classifications.

Principals stated that their greatest problem involving supervision lies in their inability to find the time for classroom visitations and conferences with teachers. Administrative details and managerial responsibilities preclude too much of their time to provide good supervision.

> I lack organization of my time and cannot find time for supervisors. There are too many managerial duties.
>
> There are too many administrative details and meetings which take me away from the school. Teachers have no time free to meet with me either.
>
> The many details in which a principal is involved takes time away from proper follow-ups on supervisory visits.

The primary reason the principals give for not having adequate time for supervision is that they are not provided with the secretarial assistance or supportive staff who could handle the routine duties of the elementary school principal.

> There is too much detail work coming from the central office and I lack the supportive assistance to adequately comply with the demands.
>
> The principal is spread too thin. There are two buildings. The 7th and 8th grades are in a separate building for which I am responsible and the activities at this level take up most of my time as well as discipline problems.
>
> There are too many forms and too much red tape in acquiring district items. I lack the secretarial help that is necessary.
>
> Too much time spent on discipline problems, administrative details and public relations.

Principals noted that the elementary teachers are burdened with non-teaching duties and are not often available for conferences. Teachers are overloaded and have no time for preparation; conferences with

the principal are usually impossible.

> Teachers teach every period and do not have time for me to work with them.
>
> Teachers are overloaded with non-teaching duties and are not available for conferences. They have no time for preparation or meeting with the principal and the principal is involved with a great deal of detail work which robs him of time to work with teachers.

Innovation

Elementary school principals face several significant problems in the planning and implementation of innovations in elementary education. Innovations in curriculum design, scheduling, staffing patterns, instructional materials and facilities planning are far more abundant than they were a short time ago, and principals are faced with the responsibility of determining which innovation best fits the needs of students in his particular school. Many principals do not feel qualified to make these decisions; their pre-service training and previous experience have not developed their abilities to evaluate research information and to predict the relative success of an innovative idea in a particular school setting. Many principals are uncomfortable with research terminology and revert to their own biases in making decisions involving innovative programs.

> It is difficult to identify what is meant by some terms. There is also dishonesty in representing what is being done in our schools. We like to make a big impression. It seems like the whole system is like that. In college its "publish or perish" and in the public school we brag about how advanced we are. It's sort of a "publicity syndrome."

Those principals who wish to implement innovative programs in their schools encounter a great deal of opposition to change. District administrators, the teachers in the school, and the members of the community are all too often reluctant to face changes in the school system.

According to some state department of education officials, one of the first problems a principal encounters in making changes of any kind in the elementary school is the scarcity of district funds for developmental projects. Elementary school principals say they are handicapped in that any available funds are allocated to secondary schools more often than they are to elementary schools.

> The emphasis and pressure is from the top levels and the educational organization responds to these pressures from the top. We therefore allow the

> kindergarten pupil as well as the primary pupil to attend school without the proper facilities and upgraded curriculums. Twenty-two percent of kindergarten children in this state, in the past several years, did not pass one of the first three grades in our elementary schools. Most of the chief school officers are secondary-oriented people, therefore, the programs are designed with the secondary in mind with the remaining emphasis on the primary. What is needed is a low ratio with better people and facilities dealing with elementary children.

District administrators in some areas tend to be conservative in their attitude toward innovative ideas and do not encourage the elementary school principal to develop innovative programs.

> The superintendent is afraid to rock the boat. He is afraid to let this school be different from others.

> The district requires that we remain with the traditional program. Principals have little, if any, autonomy in their programs.

> No active research is going on in the district, and the superintendent is reluctant to experiment; he does not understand or is not aware of what is going on around him.

Teachers, too, tend to resist change. Most teachers have had years of training and experience in the traditional programs and techniques. They are reluctant to take on the extra work involved in planning a new program and lack confidence in their ability to implement an experimental program.

> Teachers believe that teaching is an end rather than a means to an end. Teachers think too much about what they can cover rather than what they can uncover.

The communities are somewhat conservative and prefer the schools to operate under the traditional methods. Therefore, in many districts the activities in the content area, maintained by traditional pressures and competition still remain.

> There is still the old emphasis upon the Protestant ethics that work is virtuous, therefore, we in education continue to maintain a high level of activities in academic processes but fail to allow the children individual development and research. Many schools today contribute to the mental health problem through pressures and competitiveness of the classroom.

Parents and community members tend to trust the "known", even if it is of questionable effectiveness. "New ways mean work for people -

teachers as well as the administrators and the public." Pressure groups within the community are frequently the greatest source of problems for the elementary school principal. He must interpret and evaluate community demands for change before he can successfully introduce any new programs in his school.

The successful introduction of innovations in the elementary school depends largely upon the principal's ability to communicate with teachers, parents and district administrators. He must be able to justify the need for change and must encourage the development of a positive attitude toward change among all who will be involved in or affected by the proposed change. To accomplish this, the principal must be sensitive to the concerns of the people he must deal with.

> Being sensitive to staff is extremely important. Many times the staff feels resentment when they are not kept informed of many things which occur in the school. I find that teachers are quite inflexible and react emotionally to unexpected situations. Announcements and bulletins are not effective in reaching all staff members. Training in interpersonal relationships and sensitivity training should be required for all administrators and teachers.

Elementary school principals are very concerned about the problems involved in the administration of innovative change in the elementary school. While most principals are anxious to bring their schools up-to-date, few feel they have the knowledge and administrative skills necessary to bring about change. They recognize in themselves an inability to evaluate new concepts and adjust innovative ideas to fit the needs of their schools, and they lack confidence in their ability to deal with the human relations problems which arise when they suggest change to the community and to their teachers.

In-Service

With the advent of so many changes in the nature of elementary education, principals have become increasingly aware of the need for in-service training for teachers. New teachers need to be oriented to the specific programs being followed in the school, and experienced teachers need to be trained in new concepts and techniques. Considerable amounts of in-service training are necessary for the implementation of new instructional programs for both new and experienced teachers.

> Teachers have not had time to become familiar with the variety of techniques. Teacher militancy and negotiations do not give us time for inservice or instructional change. We have added too many things to our curriculum and not enough staff.

Elementary school principals meet with difficulties, though, in attempting to provide in-service training for teachers. It is difficult for them to decide what kinds of training (or re-training) is needed most, since the teachers in a single school may differ considerably in preparation, experience and attitude.

> We need first to discover in what areas teachers need help. We are unable to recruit qualified personnel. The new teachers are smarter but less qualified to teach in our schools of today. They are less dedicated to teaching and there are too few elementary trained teachers.

Several factors make the principal's task even more difficult. Most elementary school teachers are assigned heavy teaching loads and cannot afford time away from the classroom for self-improvement. Many are unwilling to donate their free time in evenings, on weekends, or during the summer to in-service training.

> There is a lack of time for inservice on new techniques and materials. Teachers are scheduled full time and have various duties and some teachers lack the desire to develop new ideas.

Some states provide little or no incentive for teachers to seek in-service training. In one state, life certificates are given to teachers after five years' teaching and require no further training or coursework. Other states do not require certified personnel to enroll in any in-service training.

> Most teachers do not return to college for in-service training or updating. The state and local districts are not requiring this of teachers, so they don't.

Many districts do not have the financial ability to support in-service activities. They cannot pay substitute teachers and cannot afford the consultants which are necessary to conduct special training programs. In some cases funds are so inadequate that orientation sessions for new teachers cannot be provided nor can activities be financed to upgrade the poorly-qualified teacher.

Curriculum Development

Many of the principals interviewed observed that the elementary school curriculum is being rapidly expanded by many school districts in an effort to prepare elementary school children for secondary-level programs. Many offerings have had to be added to the elementary curriculum which require special teachers or at least more teachers. Principals complain, however, that additional staff has not always been provided and that the regular staff has had to assume the extra responsibility.

> Increased curricular requirements are not being met with increased staff. There is a watering down of the offerings because of the lack of finances for specially trained personnel or just plain additional staff for additional offerings.
>
> Teachers have difficulty in keeping knowledgeable of the materials and programs available. They also find difficulty in finding time for themselves to meet with each other and the principal.

Curriculum planning and development under these conditions are naturally difficult. Neither the principal nor the teaching staff has the time to become acquainted with new curricular designs and related materials, and neither have the time to become involved in the careful cooperative planning of curriculum changes within their own school.

> We need to develop the curriculum for the needs of the children rather than change children for the needs of the curriculum. We need active leadership from the administration rather than just talk. We need to involve the staff in the decision making process.
>
> The principal is too busy with details to be using the research and information in readings which are available to him. He often does not have the background to help teachers or lead them in curriculum development.

Those principals who expressed concern for problems related to curriculum development in their schools are not confident in their ability to lead their staff members in the evaluation and development of curriculum.

> I am not sure how to get teachers to be a part of the planning. I lack training in group dynamics as well as time to get the job done.

Central office personnel in some districts assume responsibility for the planning, development and implementation of curriculum changes, and fail to involve the principal to any significant extent in these important aspects of the elementary school program. Principals would like to be given more opportunities to participate in curriculum development. They would like to be provided with the supportive staff that could relieve them for these more important duties.

Responses made by college and university officials pointed to curriculum development in the elementary school as a significant problem. They do not think the elementary school principal is properly informed or adequately trained to assume the leadership in this area.

> Leadership in curriculum is a problem for the elementary principal because he lacks the opportunity to

> assist the staff in developing the curriculum. First of all he has a limited access to the curriculum specialists because most of these are focused on the secondary level. There is also the problem of being able to devote the time and to impose upon the teachers to the extent necessary to provide this leadership. We are asking him to perform a role which he is not accustomed to.
>
> The rigidity and structure within the school is a problem. Many of our schools have limited curriculum, and emphasis is upon academic training. They are very traditional and there is little effort to change. Rigid textbook adoption procedures also add to this problem. There has been little travel around the country among administrators and teachers. Therefore, they know very little about what is going on in other districts.

Communication

While relatively few principals referred directly to problems involving communication with the public and with school personnel, many of their responses imply that this is indeed a problem. Many principals feel the need for additional training in group dynamics and public relations. They indicated that many of their leadership efforts are frustrated by their inability to communicate effectively with parents and teachers.

One state department representative attributed the lack of communication skills among many principals to their lack of proper training in elementary school administration.

> Many elementary school principals have been moved up from coaching or from the classroom to the administrative position and lack proper training in the development of a basic curriculum background and proper communications skills.

Administrative Leadership

The interview sample was in general very critical of the administrative leadership abilities of the elementary school principal. Their concerns in this area indicate that the resolutions of problems in thiscategory is of vital importance to the overall effectiveness of the elementary school principal. A summary of the responses recorded in the category of "Administrative Leadership" is given in Table II-4.

Table II-4
Problems Related to Administrative Leadership

Classification	Rank of Problem 1	2	3	Total
Personal Values	6	6	4	16
Style	10	6	3	19
Preparation	8	5	6	19
Resources	2	3	3	8
Inservice Training	4	9	4	17
Role Identification	50	29	29	98
Research	2	1	3	6

Clearly the quality of an elementary education program is dependent upon the leadership abilities possessed by the elementary school principal. "As the principal is, so is the school." The principal must be able to discern and utilize the diverse abilities of his staff and must inspire an attitude of confidence and cooperation among his staff. He must be able to identify his responsibilities and must be able to distinguish the relative importance of these responsibilities. He must, in turn, have the training and background in administrative leadership that will enable him to fulfill his responsibilities to his staff, to the district administrators, to the community, and ultimately, to the students in the elementary school.

In short, the elementary school principal must be aware of the role he is expected to play in the total educational process and must have the abilities necessary to meet the obligations of that position. For a variety of reasons, however, neither of these conditions has been fully met by the contemporary elementary school principal.

Climate

Principals are finding it difficult to provide the kind of leadership that stimulates an emerging group of professionals to do a more adequate job of educating young people. Changing demands, the multiplicity of innovations and compulsory negotiations contribute to a condition which requires leadership skills that are quite unfamiliar to many principals. Discussing this situation the president of one elementary school principals association stated:

> Part of the problem is due to the principal's own failure to recognize the professional abilities of his own staff. He feels that he should be adequate in all subject areas, and this is not possible. He must learn to provide leadership so that his professional staff feel that they are allowed to do it themselves. The principals have been so insecure and have felt that they had to provide the leadership themselves by possessing the expertise in all subject areas. They behaved in such a way as to say 'do it my way, or it won't be done at all'.

Many principals are running their schools in the same manner as they did 40 years ago, ignoring the changes that have taken place around them. They have failed "to assume a leadership role for fear that they might rock the boat". Their schools are void of innovations and a low interest level permeates the students and staff.

In the past, the elementary school principal needed little assistance; educational programs changed little if at all; and the principal seemed to be responsible only for the operation and maintenance of a nearly static educational program. This is no longer the case, however; the elementary school principal needs help from many sources to meet the changing demands of society and the education profession.

> ...it is necessary that the principal be willing to accept help from other people and be flexible to consider information from all sources. The elementary school principal is no longer a 'good Joe' type of individual. It is now necessary that he become informed and rely upon the resources available to him . . . within his school district and other areas of the state and nation.

Though change is the overriding characteristic of education today, often a principal and his staff are not supportive of each other when changes occur.

> The elementary principal is not providing instructional leadership in his school. His failure to encourage innovation shows the inability of the principal to perform effectively one of his major responsibilities.

Compulsory negotiations have split the relations between teachers and the principal, requiring that the principal develop leadership capable of bridging the gap which has developed.

> Principals need additional training in interpersonal relationships. You must be able to develop emphathy, develop a belief in people. First of all, you've got to care.

The absence of an organizational climate within the school that is attuned to change and innovation may stem from the lack of a sense of direction among both teachers and principals in the elementary school. What is needed is an:

> ... articulation of goals--the development of policies and procedures and philosophy by the administrators. Most stated goals by administrators are too philosophical and not practical. Staffs do not have the perception of the administrative problems or the problems of curriculum development. There is a lack of supportive staff for principals. There is a great need for differentiation

> of staff. There is no real identification of the role and position of teachers and administrators in the professional organization in unions of today.

Preparation

Contemporary elementary school principals face a multitude of administrative problems today, and many are painfully aware of their lack of training in how to cope with these problems. They feel they lack the background of experience and formal preparation that would help them fulfill the responsibilities of their position.

> My concern is for my own limitation in the development of new programs. This is due to the lack of training I have had and the lack of availability of courses or workshops to prepare myself.

The principals primary concern in this area is that he does not know how to implement innovative programs in his school; while he may be able to adequately maintain present programs, he is ill-prepared to respond effectively to the necessity of improving these programs.

> Most of the principal's training as well as that of the teachers is such that they are only capable of perpetuating the system as it is. Most training programs have not provided them with the necessary skills to implement change and to make the adjustment necessary within the organization.

Many elementary school principals have entered the elementary principalship with little, if any, preparation for the position. Often when a school district is in need of an elementary principal, the district administrators select a successful elementary or secondary teacher they want to reward for his success. These people seldom have training for the position. Following their appointment, they rush out to pick up some administrative courses which may qualify them for the position without the benefit of proper guidance in formulating a beneficial program of study.

> In most cases, what the superintendent of a school district requests is what the state department of education will do. If the superintendent requests that a teacher be certified to take over a principalship in his school district, in most cases, the state supplies some type of a certification.

> Many of the elementary school principals are put in the position without proper training and are able to maintain this position with only one course every 12 months. In many cases, this one-course requirement for renewal of the certificate is never enforced.

The consequences of this appointment practice are indeed great. Poor training or none at all for the elementary school principalship has deprived the elementary school of high quality administrative leadership.

> The training and preparation of elementary principals is inadequate. Priorities have been misplaced. There is a need to train instructional leaders. The superintendent, however, often pushes unqualified people into the leadership role; they may become plant managers really because they don't have the background necessary to be instructional change agents.

Not only is the poorly-prepared principal incapable of acting as a change agent in his school, but he is also too often incapable of relating to the elementary school teachers and the elementary school setting.

> My background is in the secondary field and I feel inadequate to help elementary teachers, particularly in the primary areas.
>
> I do counseling with teachers and parents without adequate training and preparation. My preparation as a teacher and principal did not include courses to give me a background in this area.

State department of education officials in all nine regions indicated that the preparation programs for elementary school principals as they now exist, are inadequate. Most institutions offer a minimal program dealing with manag rial techniques. Certification requirements are generally inadequate and in some states, are nonexistent. The elementary school principal must, however, know more than just how to manage the routine of the elementary school. The elementary principal must be involved as a team member in all areas of elementary education as well as all areas of public relations relating to the total program. The complaint heard most often is that elementary principals have no training in inter-personal relationships, communications, or group dynamics--the skills of personnel management. There also is a noticeable lack of training in the area of budget and finance. Colleges and universities are not preparing elementary principals to be educational leaders in curriculum development, program supervision, and in-service training. The training programs, in most cases, do not include early childhood education nor do they include the study of subcultures and ethnic groups. In many cases the elementary principals are exsecondary teachers or coaches and do not understand young children. Training programs in many states are slanted towards the secondary principalship. Training institutions are just beginning to consider programs developed specifically for the elementary principal's training.

Little cooperation among colleges and universities is evident in the development of a basic program for the preparation of elementary school principals. Many programs are being conducted that are not appropriate to the problematic situations in which the prospective principal will eventually find himself. Because professors often do not receive adequate recognition for their efforts to serve the needs of the principal in the field, contact with the realities of the principalship is extremely limited. The principals themselves have contributed to this situation in that they have hesitated to seek assistance from institutions of higher education when help was needed. Elementary school principals associations have not felt themselves strong enough to demand what they considered essential for the training of the elementary school principal.

The inclusion of a period of internship in present training programs was frequently mentioned as perhaps the best means of improving the preparation program for elementary school principals. Because there are so many different areas of the elementary principalship which need strengthening, such on-the-job training seems to be the most efficient and rapid means of making the needed improvements. Principals perceive the internship as a training ground where they can encounter experiences in a variety of practical situations. They want to have competent assistance available to them when they need it and appreciate the opportunity to have their decisions immediately evaluated by experienced people.

Comments were made in all nine regions that indicate that not only must the nature of present preparation programs be changed, but current admissions and screening policies must be re-evaluated also. Many responses implied that many principals are really not suited to the position they hold regardless of the quality of their preparation for the position.

> Within the college program we find very few quality students going into programs at the elementary school level. Therefore, when they go into the elementary administrative program we have quite poor quality actually becoming certified. We have many people waiting in the wings who are certified to be elementary school principals but this vast number has very few quality people within it.

> All principals don't become principals at the same time. It takes some a year, it takes some three years. We are still building programs as if elementary principals all became effective principals at the same time, that is, we let them all out at the same time. And therefore there is a need to revise the program that is being offered on a staggered basis wherein some can, when they are ready, come out of the program - but don't shove them all out at the same time.

Clearly some method must be developed to identify as candidates for the principalship only those people who have the potential to be good elementary school principals. If these people, then can be provided with a quality preparation program, effective administrative leadership in the elementary school may well be more prevalent than it is now.

Resources

The presidents of only four elementary school principals associations indicated that a problem existed in securing resources to assist in improving administrative leadership in the schools. The only difficulties mentioned were limited opportunities to discuss problems with professional colleagues, weak state associations of elementary school principals, insufficient and poor quality consultant staff at the state department of education and the lack of financial support for principals to attend professional meetings, and to visit model or pilot programs.

The professional organizations of the principals, the training institutions and state departments are considered as valuable resources by some administrators for self-improvement. They look to the leadership of these organizations for assistance through workshops and in-service programs. Many principals have recently shown increased interest in their state and national professional organization. This interest has sky-rocketed since the increase of teacher militancy. Principals are becoming concerned about their position in the profession and are developing greater interest in organizational strength.

In-Service Training

The improvement of formal preparation programs for elementary school principals may give greater assurance that principals in the future will be better prepared to meet the obligations of their position. But in-service training for principals already in the field is also essential. The principal can no longer hope to be prepared once and for all by his initial preparation program; he must continually attempt to keep abreast of the changes occurring in education and must continually attempt to acquire the abilities necessary to cope with these changes.

It was the general feeling of the state department officials interviewed that existing in-service programs for elementary school principals are entirely inadequate. It is difficult for a principal to keep abreast of the vast amount of curriculum materials available today. The great thrust in commercial teaching aids---some adequate and others inadequate---has left many elementary principals in a confusing situation. Educational industry is introducing "canned" programs, and colleges are doing much research in experimenting with new methods. The elementary school principal must determine

what is feasible for his program and what is not. He must investigate and understand the ongoing research and theories of learning in order to maintain a program geared to the development of each child.

Principals realize the value of in-service programs for providing them with up-to-date information on new ideas, new materials, and new methods, but they are handicapped in that they are not allowed to take full advantage of the in-service programs available to them. They do not have the time at their disposal to return to school for full-time study and are not given adequate opportunities to take advantage of short-term programs either. The elementary school principal is consequently compromised; if he is aware of deficiencies in his ability to handle new situations, he is not able to afford the time necessary to correct these deficiencies.

> It seems that the principals just don't keep up to date and don't read much. There is a lack of skill and competence on the part of most elementary school administrators. Actually many were never required to get adequate training as many of our principals are quite old. But these principals got into their position when there were few courses required to become certified. There is no push to experiment or to change as this might create an uncomfortable situation for the superintendent if change were brought about. No provisions are provided by school boards in the area of a leave of absence or visitation. There is no real in-service program or cooperation between the university and school districts.

Role Identification

The problem mentioned most often by all the principals and educational representatives and officials interviewed dealt with the uncertain role of the elementary school principal. There is considerable evidence that the elementary principalship is given minimal recognition by superintendents and the public as a position of professional leadership. "The elementary schools are not too important in the eyes of the people, and anyone can teach there or be an administrator of such a school." In many instances the principal is considered a figure-head and not an educational leader.

> How much authority is delegated to the principal by the superintendent? Does it match his responsibility? Public image is old fashioned. The principal does not have a self-image or realization of his role. Principals tend to think of themselves as keepers of buildings rather than educational leaders. Principals still think of themselves as the "principal-teacher" and do not see themselves as a manager or executive.

> The elementary principal is considered an errand boy and a disciplinarian rather than a professional administrator with leadership responsibilities in the district. The background of the elementary administrator in coming from areas other than the elementary school has had an effect on the evaluation and definition of his role.
>
> The principalship has not grown enough to be a power in itself. All involved must recognize that the principal is a professional and that he has earned the right to be the professional that he is. The superintendent has hired him, so the superintendent should trust him.

The limited importance given to the position by the central administration is demonstrated by the time allotment commonly assigned to the position. In many states the majority of 'principals' are teaching principals or head teachers. In one state, out of 232 principals listed at the elementary school level, only 35 were full time principals; all others were teaching principals. In addition to assigned teaching duties, many principals must do their own office work as secretarial help is not provided. Another practice is to assign a principal to administer two or more buildings in a district.

This practice does not give the principal the time or opportunity to develop innovative programs and does not provide the incentive to desire the many responsibilities of the elementary principal's position. It was noted in one state that in 450 elementary schools operating in the area, only 28 full time principals were employed. Under these conditions little time is spent in tasks other than routine management of the schools.

> Many elementary school principals use the position as a stepping stone upward. It's not really considered as a professional position. I find that very few men principals stay in their position very long. They tend to move on up to an assistant superintendent or a superintendent. Many are involved in extensive duties in addition to their principalship duties, such as, handling bus schedules, and doing some coaching on the side to get additional pay. Many don't understand what the duties of the elementary school principal are. They are inadequately trained and many are secondary people who have been appointed to the position of elementary school principal and don't really realize what they are supposed to do.

The elementary school principal is seriously concerned about the orientation and training of the central office staff. They believe they are too much oriented toward the secondary school and are not aware of or concerned with the issues and problems of the elementary

school and its programs. The principals are critical of the emphasis and attention given to the secondary schools. They resent that secondary schools often receive a greater share of the financial support and resent being accused of not preparing the students for entrance into the secondary schools.

> There is a lack of sufficient and competent help in the central office. Our philosophies differ and too many of these people are secondary trained and oriented.

There are central administrative staffs who feel that the elementary principal should be responsible for the school, but he is often never involved in the fundamental planning of the school and its programs. He is not included in planning and building the budget for the programs which he must administer and be responsible for. As previously noted, elementary principals are often eliminated from participation in the selection of their staff but yet are responsible for the programs to which these people are assigned.

> The board and superintendent have the philosophy that the principals should not be involved in the preparation and control of the budget.

> No role has been defined and the superintendent and directors often use us as followers of directions.

> The principal must be provided more opportunity for the control of his own school and an opportunity to have a say in the total school operation as far as contributing to policy development. Unless a principal takes it upon himself to identify more specifically his role and to firm up his position, which includes a leadership role in policy-making, negotiations and decision-making, he is going to be left out completely. At the present time, some principals are not involved at all in total district leadership roles. Principals must take a stand and be in a position of leadership.

Part of the reason perhaps for the lack of professional recognition given the elementary school principal stems from the fact that the principal's role has remained in limbo while vast changes have occurred in elementary educational programs. New programs and equipment, new theories of learning, more community involvement, increased staff and pupils, team teaching, nongraded classrooms, specialists and supervisors coming to the building, are indications of new organizational patterns being developed at the elementary school level. These new patterns bring added responsibilities to the elementary principal. For example, the utilization of various support personnel requires the principal be responsible for supervision as well as evaluation of the specialists in the total program; at the same time, he must supervise his classroom teachers.

The elementary principal must show concern not only by managing the physical plant, but be providing teaching materials for his staff, acting as liaison between the school and community, being an implementor of change, and providing leadership.

As an instructional leader the principal must be a human relations man and a group leader to assist his staff in the development and operation of an effective educational program. Because elementary schools seldom have department chairmen or a sufficient number of specialists, the principal is often expected to be totally responsible for the instructional program as well as the non-instructional program.

> I cannot be an expert in all areas and fields. The non-instructional program takes too much time from the instructional program and there is a lack of supportive specialists to relieve the principal of some duties and responsibilities. The principal of a large district may have a number of resource persons upon whom he may call, but this may become a "sticky" situation at times. In some areas, it was noted that the roles for the supportive staff were no better identified than that of the elementary principal. Conflicts occur between areas of responsibility, and principals consider these specialists or consultants as a greater hindrance than a help.

The relationship of the elementary school principal to his teaching staff is changing also because teachers are no longer content to be told what to do and because professional negotiations have made the principals role as an administrator even more uncertain.

> Professionalization of the teachers is on the increase and the teachers are becoming more independent. The self-esteem of the teacher has risen, they are becoming more knowledgable, and now are obtaining more recognition. The traditional administrator is not ready for this change.
>
> It used to be that the principal knew more than the teachers, but not so today. The principal can't prescribe what needs to be done within the school. Teachers today speak for themselves and react negatively to this prescribed type of treatment. The power that has been gained by teacher unions has polarized teacher and superintendent, leaving the principal in the middle.
>
> The elementary school principal is classified as management when management needs him, but when it is time for management to make decisions or to develop policy, he is left out.

The policies and practices of all educational personnel, superintendents, supervisors, and teachers, have created a situation that has resulted in confusion for the elementary school principal. His relationship to his staff and to the administrators to whom he is responsible has not been clearly defined. A new philosophy of elementary education and elementary school administration must be developed that would define the elementary school principal's role in the educational community.

Research

Principal's research drew little attention from the elementary principals. They did state they find little time for utilization of research and find no time for nor are they prepared to do research.

> Finding time to keep up with current literature is impossible because all of the time is used in administrative detail work.
>
> There is too little time to do research necessary for innovation because of the many small details of the job.

Organizational Texture

Many of the problems identified by the interview sample in the category of "Organizational Texture" have a direct bearing on the problem of role identification for the elementary school principal. For this reason, an attempt will here be made to identify the factors underlying many of the problems which have been discussed in the previous section dealing with role identification. Table II-5 illustrates the range of concern expressed by the interview sample with regard to "Organizational Texture."

Table II-5
Problems Related to Organizational Texture

Classification	Rank of Problem 1	2	3	Total
Building Organization	0	1	4	5
District Organization (Policies)	23	21	26	70
Militancy	9	7	3	19
Negotiations	15	16	12	43
Administration Employment Practices	6	3	6	15
Communications	9	11	12	32

District Organization and Communications

The principals indicated that communications problems are one of the factors contributing to their larger problems involving district organization policies. The elementary school principal typically feels that he is not given equal status with the other administrative officials in the district and feels left out of the district's decision-making processes.

Communication in many districts, according to the principals, is a one-way process; district administrators issue directives and send messages to the principal regularly, but rarely does the prinpipal have a chance to voice his needs to the district administration. The principal feels left out of the decision-making activities of the district even when he or his school is directly concerned.

> The new superintendent does not wish to include any of the staff in any of the decision-making processes. He has hired all of his assistants from the outside.
>
> There are few, if any, meetings between the superintendent and principals. When we do meet and make recommendations, the superintendent does not listen.
>
> The superintendent takes over all of the budgetary development and therefore the principals have little, if any, opportunity to provide for the needs of their individual school.
>
> The chief school officer is not elementary oriented. He neglects the elementary program.
>
> There is no information coming to the principals, they do not know what is happening around the district.

One college official described the principal's present situation with regard to his involvement in the activities of his district.

> The cause of this problem is due to the lack of articulation between the elementary school principal and the sponsored agencies, basically the central office. The elementary principal is seldom involved in the directional administration of these allied programs and he is not employed during the summer months or for extended contracts to work with this type of activity. His duties and responsibilities are such that he has little control over the coordination of programs. His main responsibilities and concerns appear to be with the managerial type of activity.

Elementary school principals are critical of the political orientation of many of the top-level administrators in their districts.

They often interpret the neglect of the elementary school programs as caused by the political motivation of those in decision-making positions.

> School board membership is only a political position. Many school board members should actually not be in this position. The responsibility for this problem lies with the general public. We have some inferior people in these top positions. Decisions are made by these people, based upon political incentive, rather than what is good for kids.
>
> The principals have to respond to a somewhat local involvement of the community. They cannot rub the political factors the wrong way because the superintendent will not allow it. This is caused by the fact that superintendents are elected, not appointed.
>
> Schools operate on a limited budget with no educational leadership from anyone. Local school boards are extremely limited in their powers. Schools are run mostly from a county level. County boards are appointed or elected and are political positions. Most of these individuals are very concerned about keeping taxes down. In order to overcome this, we must get control of the legislature and these boards away from a rural dominated conservative individuals. The county superintendent's office must be abolished. We must have a school board that can appoint their own superintendent rather than have him elected. Control has to be in the hands of people who are concerned about good education.

Other principals attribute the apparent neglect of their schools to the fact that district administrators are often oriented more toward secondary schools than toward elementary schools. Funds for new projects and demonstration models are commonly allocated to the secondary level program, while the elementary school is merely maintained by the district funds which remain. Elementary principals are seldom encouraged to attend professional meetings or other activities for professional self-improvement; funds for travel expenses and supportive personnel to administer the schcol in the absence of the principal are usually not available.

Many principals expressed a further concern in that they lack full authority to administer the operation of their own buildings. Central office personnel assigned to individual buildings to direct or supervise special programs often give rise to conflicts over building leadership. The principal consequently becomes unsure of his position in his own building; some principals have as a result of these experiences become defensive and insist that "this is their own domain and no one dare intrude but the boss and the board."

The central administration's failure to involve the principal in district policy-making and its frequent interference in the administration of the principal's building have deprived the elementary school principal of his desired role in the school district organization. He feels left out of the activities which he thinks he should be involved in; he resents the lack of attention given to the needs of his school; and he is uncertain of his authority even in his own building. One university official stated that the elementary principal is partially to blame for the problems inherent in this situation:

> The principals are inhibited by the paternalistic superintendents and boards throughout the state. The principal is not allowed to assume responsibilities and he is not given the recognition due his position. The principals do not make themselves heard around the state. They are willing to take a back seat.

Negotiations and Militancy

A great deal of concern was expressed about the effect professional negotiations and teacher militancy will have on the elementary school principalship. All of those who indicated such a concern tended to think of teacher militancy in historical terms in describing the problematic situation in which the principal now finds himself.

Most respondents pointed to past administrative practices and rising social pressure as the causes of the recent development of teacher militancy.

> There is dissention in the profession. Administrators have been too dictatorial. Society has suppressed teachers in the past and now they are becoming rebellious, especially in the areas of salaries and working conditions.

> Administrators have contributed much to create this problem. Administrators have not included teachers in decision making within the system. In addition, society has changed and people are more aggressive to fight for their fair share. People want a voice in decisions that effect them, and demand to be treated with respect.

Some attributed the agressiveness of teachers to the lack of a professional attitude among them to a preoccupation with their own selfish objectives.

> Teachers are not getting taught what professionalism is and what their responsibility is to the student while they are in college. Too much of a selfish attitude prevails.

Regardless of what may have caused this change in the attitude of the members of the teaching profession, negotiations between teachers and school administrators have placed the elementary school principal in an awkward position. The principal's former close association with his teaching staff has been almost reversed as a result of recent contract negotiations. The principal has not, however, been involved in these contract negotiations. Contracts have been negotiated containing agreements which have reduced the effectiveness of the learning situation, complicated the total instructional plan, and minimized opportunities for cooperative team functioning. Principals have found themselves "in a precarious situation because many of the items being considered in negotiations have prior to this time been responsibilities of the principalship" and procedures have not been established for him to be involved.

> In many cases negotiations are haphazard with arrangements between the teachers union and the school district with little or no involvement on the part of the principals.

> The principal is not really management, nor is he in good stead with the teachers. At present, he is not closely involved in policy decision making with the board, nor is he accepted as a teacher by the teachers association. He is caught in the middle.

What influence this situation will have on the future role of the elementary school principal has not yet been determined, but some respondents ventured to predict the possible outcome.

> Teacher negotiations are going to change the role of the elementary school principal from that of instructional leader to that of management. Teachers are going to take over more of the decisions which he used to make. Negotiations are a belated move of the teachers toward professionalism. Today, teachers are better trained. They see the advantages of being a profession and are moving to control it. In addition, they are doing this at a time when education is much more valued by society.

> The principal has gone from a head teacher to the principalship. He is controlled by heavy-handed authoritarianism from the superintendent and he is reluctant to exert any initiative on his own. The teachers professional association is superintendent-dominated as is the principals' association. The principal is more prone to identify with the teachers role than that of the superintendent; however, the negotiations may force him to align with other administrative personnel.

Administrative Employment Practices

The procedures by which elementary school principals are occasionally appointed were a source of concern for a number of the respondents. Their responses indicated that the quality of leadership in the elementary school is dependent upon the criteria which are used in selecting and appointing elementary school principals.

It was generally felt that the public, school boards, and district superintendents have a poor understanding of the elementary school principalship.

> There is need for recognition of the position of the elementary school principal. Many of the major people involved do not understand the purpose nor necessity for the position. This includes many of the school boards, superintendents, and even many of the elementary school principals fail to perceive their total role in the educational pattern.

The concern was expressed also that superintendents and school boards are often politically motivated in appointing elementary school principals.

> There is a lack of educational leadership on the part of the superintendents. There aren't even any board policies or guidelines. Principals are assigned politically from within the system rather than on the basis of competance. Many of these principals assigned were coaches in the secondary schools who were moved up to higher paying positions as principals. This is poor leadership upon the part of the superintendents. He places a principal in the role of leadership and doesn't give him an opportunity to do the job. Within our state we have very autocratic superintendents. They create the positions of full-time principalships in a school but do not provide the secretarial services so that they can be free to be an instructional leader.

Many principals are assigned, it was said, according to a kind of "reward system" which does not take into account the necessary qualifications for the principal's position. The result of such a practice is usually poor instructional leadership.

> The major problem is lack of understanding of child growth and development on the part of our present principals. The old certification requirements in the state have allowed many secondary-trained people to move into elementary school principalships. These people have very little understanding of the elementary school, its programs, and the children there. The new certification requirements have made some

adjustments toward the solving of this problem.

School boards are selecting people on the basis of seniority, within the staff of the district rather than on the basis of genuine qualifications as an elementary school principal. A large number of women are not interested in an elementary principalship. Many times elementary men teachers are weak academically. A number of ambitious women who are teaching in the elementary school are looking for these positions, but are not hired. They seem to be overlooked. Many individuals who seem to be visable are secondary school men and these people get the jobs. The main problem seems to lie at the feet of the school board and a superintendent. They seem to look for a strong man that can deal with the public and they seem to picture an elementary school principal as an administrator, which means he counts nickels, schedules buses, talks to parents, and he is a general manager of the shop.

The role of the principalship is not clearly defined at the present time. The school board, community people, the principals themselves, the superintendent, all see the role differently. The position doesn't really have a job description at the present time. The people who have been placed in this position have been placed on the basis of sort of a reward system. In other words, people who have been good coaches, even at the secondary level, or top quality teachers have been placed as elementary school principals. Their placement has not been on the basis of qualifications as an elementary school principal but because they are a popular person or someone that the board or superintendent wishes to reward. In addition, many of these positions have been political appointments. In this way, many principals do not know what the job is, nor how to go about it.

Certification requirements for the elementary school principalship in many states are inadequate; some states require no certificate at all. Temporary certificates are usually liberally awarded and the rules for meeting certification standards are not always strictly enforced. For this reason, many elementary school principalships are staffed by head teachers, ex-coaches, or other poorly qualified personnel. Efforts to create or raise certification standards have been handicapped by the failure of school district officials to recognize the importance of the position. In one state, for example, an attempt is being made to identify standards for the elementary school principalship in the following manner:

> By July 1, 1970, every elementary school in the state must have a principal. The weak area of this requirement

or standard is the following: the person designated as elementary school principal could be a full-time teacher while in the role of a teaching principal. Secondly, a superintendent could designate himself as a principal of an elementary school as well as filling the position of superintendent, bringing about a superintendent-principal position.

Finances and Facilities

Among the four major interview groups, the total number of responses to problems falling in the category of finances and facilities were relatively few compared with responses made to problems in the other five categorical areas.

Table II-6

Problems Related to Finances and Facilities

Classification	Rank of Problem 1	2	3	Total
Maintenance	2	0	4	5
Service Staff	7	13	19	39
Records	0	0	1	1
Equipment	3	7	5	15
Supplies	8	16	13	37
Referenda	28	24	19	71
Transportation	0	2	3	5

Maintenance and Service Staff

In many areas principals find it impossible to find adequate numbers of qualified personnel to serve as maintenance staff. One principal commented:

> The problem we have with custodians is that they will not do anything unless they are told to. They let things slide and will not cooperate with the teachers. We have been unable to find competent people for these positions.

Three association presidents considered the limited quantity and quality of clerical assistance as a major problem. The lack of secretarial help reduces the opportunity for principals to supervise staff, promote innovative programs, work with students and parents and maintain currency as a professional administrator. New programs in the schools have increased record-keeping chores, but little or no increases in the amount of secretarial help has been forthcoming. There is also the problem of obtaining qualified secretaries as the pay is minimal, and the position is not as sought after as are other clerical positions in the community. Due to these conditions, people of questionable quality are placed in these positions, and principals find they must limit the amount of responsibilities delegated.

Equipment and Supplies

The problem of obtaining adequate school supplies was listed by six state association presidents. Adequate funds are not available for instructional materials designed for specific needs of children. Discrimination in the distribution of available funds for supplies and the funding practices of the federal government were cited as the primary causes of these deficiences.

In many cases funds for supplies are distributed on a priority basis with the secondary and white schools receiving the major portion of the funds and the elementary and black schools dividing what is left. In some states a dual set of standards exist. Those who need the most get the least.

Difficulties exist in the expenditure of federal funds designated to fight poverty. An ESPA president described the situation as follows:

> We were able to spend federal funds for supplies about a year and a half ago, but these funds have been cut off. It seems that we did not satisfy HEW. We didn't integrate fast enough and did not have an integrated faculty. Actually we couldn't get white teachers to teach in an all Negro school. Now we are hurting for funds.

One principal had 2,300 students in his building and received only supplies enough for 200 children. Many black principals do not have a voice in how federal funds are spent.

> Most of the funds that were designated to be spent in poverty schools are not being spent there. For example, one Negro principal signed a requisition for 25 typewriters for his school. They were ordered and when delivered, he got only five; 20 went to a white school.

Referenda

Insufficient financial support from federal, state and local sources was named as a major problem by 38 percent of the ESPA presidents. State limitations upon local property taxes, inadequate tax bases, unequal appropriations of state funds to local districts, the negative attitude of legislators and the public toward education, and limited federal funds for schools all contribute to the tight money condition. As a result, principals are confronted with overcrowded classrooms, integrated facilities which limit program flexibility, low salaries, poor equipment, and minimal supplies. Few are hopeful of any significant change.

In many states, support for schools is nominal and needs to be evaluated.

> The state aid is about 12.5 percent. The local area is taxed quite severely. Most budgetary increases go into teachers' salaries which causes a drought in other budgetary areas.
>
> The governor and legislators refuse to raise taxes. Schools will have to function on the same budget as last year.
>
> This is a poor county and there is a lack of sufficient state aid.
>
> The local tax is too high to expect people to vote an increase and we have a tax relief league organized against tax increases.
>
> The tax structure in this state is inadequate to meet the needs of the individual school districts unless greater effort is assumed by the local school district. While an equalization of state funds are provided to the poor schools, few districts can receive this support on a local basis in adequate amounts to provide the supplies and equipment necessary to develop innovative and flexible school programs.

In many of the suburban and intermediate districts, it was noted that rapid growth is a major cause of financial inadequacy. Families are moving into these areas in great numbers and the areas have little industry to support the financial burden. The tax bases are inadequate. People are becoming reluctant to increase their property taxes and are seeking avenues of escape from taxes.

Population mobility has caused financial problems in urban schools as well.

> The rural areas do not have the industries and the cities that do have the industry are finding that their assessed evaluation is being lowered because of the establishment of ghetto areas. People interested in maintaining high value property are going out of the city and this is lowering the value of properties in the cities. There is a move out of the city areas of articulate citizenry who support education; therefore those people in the cities not only are finding a lower assessed evaluation but they also have less interest and desire in education. The city services which have been available to the public schools are finding that they are having fiscal problems and cannot provide the services which have been provided in past years.

The lack of financial support for elementary education from the public and from state legislatures is a major source of concern. The legislature holds the key to all appropriations for the schools. All budgets start at the school level and end up at the legislature. They may be cut at any level and the legislature determines which programs will be supported or not. The legislature believes that the schools have enough money but are not using it wisely. To alleviate the problems much public relations work must be done to convince the legislature, but the legislature frowns on public relations work by the teachers. So it is a difficult task.

The lack of financial support was evident from both the local and state levels.

> There are insufficient funds to operate current programs and for proposed expansions. The public looks with disfavor upon increased taxes and they blame education for all increases in taxes.

The principals suspect, however, that they may not be clearly communicating their needs to the public.

> There is need for better communications with the public on the position and needs of education in today's society.

The school districts of all states are perplexed as to how and where they are going to get additional funds for their programs. Many look to the federal government for additional support though many fear increases in governmental controls would result.

School Buildings

Many elementary school programs are housed in old buildings which are not only too small but are of such construction that they can not be renovated to meet the needs of many of the new programs. Many elementary schools are housed in old high school buildings. State accreditation standards require the district to build a new facility for the high school, but there are few and in some cases no standards which require new and better facilities for the elementary schools. Therefore, the elementary schools are relegated to an old building which is outdated for the high school.

> This building was originally built as a senior high school. Other programs are housed in a church and other public buildings. These facilities are only conducive for the traditional approach. It is the only school with telephones in the lavatories. The boy's lavatory has been claimed for the school nurse and the girl's lavatory for the reading teacher.

Principals stated that they lacked space for additional staff and therefore could not provide programs which would be beneficial for the students and community.

> We need special space requirements for some of our programs. We are overcrowded and must use cafeteria space and such areas which are not conducive to good teaching practices.

In most areas, where the building needs are the greatest, financial support from the local and state resources is difficult to acquire.

> The power of control of the financial support is in the legislature and the governor who is controlled by the agricultural group of the state which is opposed to increased taxes.

In many cases the school board does not listen to their superintendent's recommendations for additional facilities because the community does not want their taxes increased. Board members will not present proposals before the community because they would jeopardize their positions on the board. Superintendents were also reluctant to demonstrate adequate leadership in acquiring needed facilities for the same reason.

Chapter III

SOURCES OF ASSISTANCE TO THE ELEMENTARY SCHOOL PRINCIPAL

Representatives of five resource agencies were interviewed to find out what kinds of assistance they made available to elementary school principals. An attempt was made to identify the assistance programs available through the U. S. Office of Education (USOE), state departments of education, colleges, and universities, state elementary school principals associations (ESPA) and regional educational laboratories. The functions of these agencies differ considerably from each other, and their activities vary greatly in design and effect.

The U. S. Office of Education

Characteristics of USOE

Originally, the USOE concentrated on gathering statistics and distributing information regarding "the condition and progress of education in the several States and Territories." Today its responsibilities encompass 76 separate programs which provide services either directly or indirectly to the 55 million students in our nation's schools, to 20 million adults in continuing education programs, to two and one half million teachers, 105,000 elementary and secondary schools, 25,000 school districts, 2,200 institutions of higher education, and 55 state and territorial departments of education.

Recognizing state and local responsibility for education, the multiplicity of programs to be implemented and the press of the legislature, the Office now finds itself in a delicate position and confronted with numerous problems. To accomplish the objectives set forth in a deluge of legislative programs and still remain neutral in exercising control over "curriculum, programs of instruction, administration, or personnel of any educational institution" calls for exceptional care. The question of how much influence categorized programs, guidelines, reporting requirements and matching provisions have on decision making at the local level is continually asked but yet unanswered. Philosophical statements and guidelines emanating from the divisions of the Office emphasize dedications to the premise that "free public education as conceived in this nation is the responsibility of, and must operate under the control of, state and local governments." Yet, the Office describes its purpose as "affording, and using its influence to cause to be afforded, the opportunity for every person in the nation to be as well educated as his capacity permits" and sets forth criteria requiring that the "state educational agency make certain determinations consistent with such basic criteria

as the Commissioner may establish. . ." Despite this ambiguity, the intent of the Office seems to be to encourage and assist local school districts in the development of programs dedicated to changing people, providing services and improving practices.

Programs

The vast array of Title and assistance programs administered by the USOE which pour vast sums of money into elementary and secondary schools across the nation are devoted to (1) improving the quality of education at every level for all persons in the United States, (2) bringing equality of educational opportunity to various groups of citizens who have not had it in the past, and (3) helping educational institutions examine themselves in light of society's changing requirements. Some of the objectives of these programs are to overcome educational deprivation, to improve library resources, to strengthen instruction, to encourage desegregation, to overcome language difficulties, to reduce school dropouts, to improve counseling and guidance, and to strengthen personnel who serve in elementary and secondary schools.

The extent of influence that existing programs have upon local school districts is not clearly established. One estimation of effect is in terms of the amount of funds being funneled into specified programs. Approximately three-fourths of Title I money goes into the elementary school since the Office considers this to be the most effective level at which to deal with problems of educational deprivation. Elementary and Secondary Education Act (ESEA) Title VII Bilingual Education and the Economic Opportunity Act, (EOA) Title II Follow Through programs are also directed toward elementary school children. These programs are limited to those schools selected by the Office on the basis of nominations from state agencies and/or invitations to submit formal proposals. At present, these programs are only reaching a fraction of the children eligible to receive assistance due to the limited funds available.

Inter-department difficulties exist between offices dealing with civil rights problems. One office used to handle all problems dealing with desegregation; now two are involved. The Division of Equal Educational Opportunities is responsible for Title IV, the "carrot program," or aid to local districts in developing and implementing desegregation plans. The Civil Rights Department administers Title VI of the Civil Rights Act of 1964 which is the "axe program," or enforcement of the mandatory desegregation order. Existing relationships between these two offices are consequently made difficult. Title IV is authorized to provide technical assistance directly to local districts. Upon invitation, consultants from the USOE will work directly with superintendents and school board members in developing plans and procedures for desegregation. The Civil Rights Division of the Department of Health, Education and Welfare administers Title VI and deals directly with superintendents and school boards to help them develop plans of compliance

with the desegregation law. Emphasis is upon the cooperative development of plans with school district officers, rather than waiting for the courts to draw up plans and direct the district to comply under threat of penalty.

ESEA Title V authorizes grants to state departments for the improvement of leadership resources and to assist them in identifying and meeting educational needs. Funds are expended for in-service training of professional staff and the employment of additional coordinators and supervisors among the many divisions within the department. With this support state departments have been able to provide more educational services than would have been possible through regular state channels.

Programs intent upon providing training for school administrators are authorized under the Education Professions Development Act (EPDA), parts C and D. This program is based on the assumption that "the decisions, attitudes and abilities of school administrators have wide-ranging influence upon every aspect of the school system." Projects to be supported include the recruitment and preparation of new elementary and secondary administrators as well as in-service training for administrators in the field. There are over two million educational personnel in the elementary and secondary schools, so it is obvious that these programs cannot meet all the training and development needs. An examination of existing projects reveals that no programs supported by EPDA funds are in operation which focus upon the improvement of elementary school principals. The lack of adequate funds could be considered a primary cause of this condition, but other factors have contributed to the situation. At present, no one in the department is sensitive to the needs of elementary school principals. Periodic conferences are held with professional association representatives for purposes of giving and receiving information, and staff members attend regular professional meetings, but within the department the point of view is that:

> . . . no vital need exists in the direction of elementary school principals. Other needs are much more evident at the present time and speak louder than those of the elementary principal. It is considered in this department that building principals have had programs and sufficient salaries to buy their own training and in-service activities. There are also in existence programs in the colleges to prepare principals. We also feel that elementary school principals have come out of top teachers who were eager to get ahead, to get further training, and have spent their own money to do so. Therefore these people are better trained and federal funds should be diverted to other things as there are greater needs in other areas.

The major emphasis among the programs being funded is given to those for Training Teacher Trainers, Career Opportunities Program and for

Teachers of Basic Subjects. Priorities are suggested by the National Advisory Council on Educational Professions Development, a group composed of 16 distinguished educators representing many levels of education and a variety of states. These three programs are allocated approximately one-half the available funds with the rest scattered among eight other programs, one of which is Strengthening School Administration, projects which focus upon school superintendents and supervisors. At the time of this writing, the department is looking for programs designed to train supervisors to be more familiar with and have skills to work with the disadvantaged.

Considering the extent of program offerings and the level of funds involved, it is surprising to discover the limitations in the area of human resources as an aid to local school districts. Due to the lack of adequate staff, the Office indicates that they "just go through the motions of offering consultation services" even at the state agency level which at most involves assistance in administering programs. The USOE looks to the state agency as a resource base of consultative services for local school districts as they have provided programs to strengthen existing services. There is little evidence as to the effects these services have had on local schools as the efficiency of the USOE is not measured in terms of the effect upon the local recipient but in terms of input, that is, "getting the dollars to the states."

The Office does a token monitoring job in regard to programs which are in operation at the school district level. Reports are required containing statistical and fiscal information as well as narrative data describing program effectiveness. Some projects are visited by the USOE personnel, but this practice is rare due to limited funds. It is evident that the Office relies heavily upon state agencies to keep them informed of programs in operation, existing needs, and effects resulting from their intervention in the states.

The State Departments of Education

Programs

The assistance the principal might receive from the state department of education varies a great deal from state to state. Consultative services are available in all nine regions, but there is a considerable variety of opinion as to what is meant by consultative services. Specifically designated personnel in different states include (besides the district or regional supervisors) consultants in curriculum, in in-service and workshop development, and in special programs such as reading, guidance, handicapped, adult education and vocational education. Two states specifically mention consultative advice on school law. Many of the smaller school districts cannot afford to hire federal program directors; therefore, this encourages state departments to provide a specialist to assist in writing projects

and presenting them for funding purposes under various federal titles. Often consultants are available to the state or region at large, but in several departments they are specifically designated for elementary school assistance only. One state with nine hundred elementary school principals has one elementary consultant to provide requested services.

Many state departments provide assistance in the planning and implementation of in-service programs and workshops. State consultants assist in designing in-service programs for individual school districts and counties or they may plan regional programs in conjunction with colleges and universities. The state department is often involved in workshops developed for elementary school principals, conducted on various campuses during the summer sessions. One state offers financial aid to counties, in special cases, to develop in-service programs for principals and teachers. Another keeps in-service materials available at the state department level, making them available to individual districts upon request as part of the state's in-service program. A state with a thirty percent turnover of elementary school principals yearly conducts a conference for beginning principals each fall to assist in their orientation to the state's educational system as a whole. Other states hold regional curriculum conferences that involve elementary principals from around the state. This is to assist in utilizing developmental approaches in various subject areas.

Publications related to elementary and secondary education as well as selected special areas is a service provided by the state departments in all regions. These include manuals and guidelines for elementary principals aimed at self-improvement, curriculum guides, scope and sequence charts, and handbooks for patrons, studies of dropouts, evaluation guides, publications on the implementation of programs and a variety of other topics. One state distributes a monthly newsletter containing ideas, activities, ongoing programs, and information relating to the elementary school principals of the state.

In a few states, the state board of education involves itself in the elementary school principals association or has county superintendents on its staff. Evaluation programs (usually conducted at the request of the individual districts) are also provided in several states. A number of states have self-evaluation programs or employ teams to evaluate whole districts on an established schedule. Programs mentioned only once or twice in the nine regions include state department commissions or committees on standards, policies and goals; research centers; data processing assistance; visitations between districts; development of model programs; funds for consultants and outside specialists; teacher replacement service and teacher aides. Two states mentioned personal telephone contacts directly between state department personnel and the elementary schools of the state as one program for providing assistance to these schools.

Colleges and Universities

Officials of 87 colleges and universities were interviewed and asked to name the resources within the university which are available to assist the elementary school principal. As can be seen from the following summary of the responses (Table III-1), the college or university sees as its greatest resource their faculties and the courses they teach.

Table III-1

Resources Within the University: A Compilation of University Perceptions

Resource	Frequency	Percentage	Adequacy	Use
University staff	52	25.6	4.3*	3.3*
Conferences, classes, workshops	27	13.3	4.4	3.5
Educational resource centers	27	13.3	4.4	3.3
University library services	25	12.3	4.7	3.3
Centers of educational research	23	11.6	3.9	2.9
Curriculum centers or labs	13	6.4	4.2	3.1
Audio-visual services	12	5.9	4.4	3.6
Laboratory schools	9	4.4	4.2	2.5
Special consultants: e.g., math negotiations, or reading	5	2.4	2.7	2.1
Student teachers	4	1.9	3.0	3.0
Urban studies centers	3	1.5	3.0	2.5
Placement offices	3	1.5	4.2	4.5
Total	203			

*Rating Scale for Adequacy and Use

Extremely Inadequate	Very Inadequate	Inadequate	Adequate	Very Adequate	Extremely Adequate
1	2	3	4	5	6
Not Used	Little Used	Moderately Used	Often Used	Very Often Used	Extensively Used

Elementary School Principals Associations

The presidents of the state elementary school principals associations (ESPA) were asked to describe the programs being conducted by their associations which are designed to assist elementary school principals in dealing with the problems confronting them. In addition, they were asked to evaluate the adequacy of each program and to indicate the extent to which the principals used these resources. Their responses ranged from "we do not have any program for the assistance of our elementary school principals around the state" to an extensive listing of activities, publications, and committee projects. Accompanying the wide range of existing programs are variations in philosophical views regarding the role of the association and the appropriate leadership that should be provided. Representing one end of the continuum is the philosophy that:

> The Association's activities are not organized as problem solving situations or as resources to elementary school principals. Only stimulation. We have one state meeting per year and have very small participation in this meeting. As president of the Association, I wouldn't want it any different than it is. We are not a group to turn over education. We're not involved in unions or negotiations. We feel we are a profession rather than a craft; therefore, we do not have to push, negotiate, and demand. It seems as we just have a one-hour speech from a well-known authority and then we have a social gathering.

And at the other end:

> The Association has moved from a professional Kiwanis Club stance to that of an association which will take political actions. We have been forced into this role. We now have a new president who is providing eager, energetic leadership in this direction.

The Department of Elementary School Principals (DESP) at the time of the interviews took a position somewhere between these two views with leanings toward the conservative. An executive office of DESP stated:

> I have discouraged the addition of consultant staff here at the national level. Also have avoided involvement politically, that is, attempting to obtain funds from the U. S. Office of Education as I am personally against it. I think it is not right.

The incoming executive official, however, expressed the need to become politically active and to take an aggressive leadership role in strengthening the elementary school principalship nationwide.

Programs

Among the programs being conducted by the associations, the activities considered by the presidents to be most adequate in providing aid to elementary principals are (1) a multiplicity of committee work, (2) workshops or seminars conducted by state departments and universities, and (3) state association conferences. These three activities encompass 64 percent of all activities mentioned with the remaining 36 percent distributed among 10 other distinct services (see Table III-2).

Table III-2

ESPA Resources Their Adequacy and Use
As Viewed by ESPA Presidents

Resource	Frequency	Percentage	Adequacy	Use
Committee work	63	32.5	4.4*	4.0*
Workshops and seminars	32	16.5	3.4	4.4
State conferences	29	14.9	4.1	3.7
Publications	17	8.8	3.8	4.0
Study groups	14	7.0	4.5	3.7
Joint association meeting	13	6.7	3.7	3.3
Regional meetings	7	3.6	4.2	3.6
Consultant services	6	3.0	3.5	3.5
Lobbying	6	3.0	3.0	3.0
None	6	3.0	---	---
Executive secretary	2	1.0	5.0	5.0
Internship program	1	.5	4.0	Planning Stage
National conference	1	.5	4.0	4.0
Total	197			

*See Rating Scale on Page 68

Committee work comprises 32.5 percent of all activities considered by the presidents to be valuable resources to association members. Ten different committee titles were mentioned, some with broad overlapping functions and others specifically focused upon a single task.

Accreditation Standards
Legislative Action
Elementary Principals Certification
Curriculum
Research
Communications
Salary
Preservice and Inservice Training
Professional Standing
Foundations

Accreditation standards top the list of committee assignments mentioned by the presidents with Legislative Action, Certification of Principals, and Curriculum all occupying second place. All four of these committees were rated adequate or above in effectiveness and moderate to extensive in use. The accreditation standards committees are dealing with questions such as:

> How does one effectively evaluate schools without involvement in red tape?
>
> How does one obtain feedback from children, parents and teachers that is meaningful for school improvement?
>
> What constitutes a "good school?"

Two accreditation groups have produced handbooks containing criteria and procedures for the principal's use in making judgements regarding the adequacy of the school. Legislative action groups are charged to "sense the posture of the organization, formulate resolutions and present them to the annual meetings and when possible to the state board to influence the present financing of education." Certification committees work independently as well as directly with state department officials to evaluate certification standards and to make recommendations for improving the quality of the elementary school principal. Curriculum groups attempt to bring to the attention of the membership sound innovative practices, encourage intelligent change, motivate principals to engage in staff development, and assist principals in securing aid as needed for curricular improvement. Research committees are engaged in seeking out significant research, condensing the information and disseminating it to principals. Receiving little mention were the Communication, Salary, Preservice and Inservice Training, Professional Standing, and Foundations Committees, although, when discussed by the presidents, they were considered to be very adequate in effectiveness and often used by the association.

Workshops or seminars conducted by consultants from institutions of higher education and/or state departments of education were second in order of mention (16.5 percent) and were rated barely adequate and often used. Summer programs are sponsored by the associations and conducted on university or college campuses. These workshops cover such topics as evaluation, public relations, educational management, leadership, role of the principal as instructional leader, and interpersonal relationships. Many of these workshops carry academic credit and may be counted toward certification. Orientation programs for new principals are also conducted on college campuses during the summer months. One-day workshops were favored by principals because they can be conducted in alternate locations and require a minimal commitment of time away from the office.

The third most frequent mentioned resource (14.9 percent) was the state conference meetings. Most regions conduct state meetings at least once a year with the majority conducting both fall and spring conferences. Activities during these sessions include guest speakers, panels, symposia, idea sharing and business meetings. Eight percent of the states indicated that they hold two or three-day conferences rather than the usual one-day drive-in affair in order to develop a stronger group feeling and to explore problems in greater depth. State conferences were rated as adequate and often used.

Area meetings were mentioned by only 3.6 percent of the presidents with four out of the nine regions making no mention of this resource. Joint association meetings with other administrators were listed by 6.7 percent of the sample but the rated effectiveness was less than adequate and only moderately used by elementary principals. The intent of these joint meetings is to provide an opportunity for chief school officers and secondary and elementary principals to meet and discuss common problems; however, these sessions tend to be dominated by administrators other than the elementary principals.

Publications were fourth in rank among the services listed (8.8 percent) as an aid to principals. The majority of the presidents (62 percent) made no mention that the association was producing materials or newsletters as a resource to the membership. Of those who did mention publications, the major output is a newsletter (20 percent) with the remaining 18 percent consisting of association journals, yearbooks, pamphlets, handbooks, and articles printed in the parent association journal or joint administrators publication. The newsletter was considered adequate in effectiveness and was often used by principals as a source of information. Association journals were rated inadequate while very often used and pamphlets, yearbooks and handbooks were considered very adequate and very often used. Included in these publications are descriptions of innovations being attempted, current problems confronting elementary principals, outstanding features of specific schools, needs, current news and specific aides in dealing with current issues. Many of the articles, pamphlets and handbooks are written by experts in the field and published through the use of association funds.

Study groups (7 percent) are actively engaged in (1) improving standards of elementary school principals, (2) determining the role of the principal in a militant situation, negotiations and curriculum development, (3) procedures for merging effectively Negro and white organizations, (4) effective innovative practices and (5) inservice education. These groups were rated very adequate in effectiveness and often used. One of the committees reported that upon completion of their study they published a pamphlet titled The Role of the Elementary School Principal which "was distributed throughout the state, and a noticeable change has taken place at one university in the preparation program for elementary school principals."

Consultant services (3 percent) are available to the membership on a voluntary basis by executive officers and association members and, on a limited basis, by hired professional consultants. Executive officers, the majority of whom are full-time principals, travel throughout the state upon request to investigate problems, evaluate programs or conduct workshops on new and innovative practices.

> Usually the problems involve policy violation of the district or failure of the district to have specific policies and individual principals find themselves in difficulty. We go to the district, investigate the situation, and make recommendations to the board and superintendent.

When necessary, professional legal services are made available through the use of association funds.

Consultation on new and innovative programs is mainly provided through the voluntary services of principals who presently are operating such programs within their own schools. Periodically consultants with a national reputation are obtained to conduct workshops and seminars on specific problems and practices.

Legislative lobbying comprised three percent of the listed resources. Two associations maintain a registered lobbyist to push for desired legislation while another indicated it has joined forces with NEA and the state education association to present their united support for or against selected education bills. One state has formed a state council consisting of representatives of ESPA, ASCD, state department officials, school business officials, chief school officers, and the secondary school principals association to improve communications between all organizations and to take political action.

> Previously, these associations only made resolutions which were contained within their respective organizations. Now, the organizations are joining together and approaching the legislature with an organized program. The group has discussed the possibility of utilizing lobbyists.

Only two association presidents (four percent) mentioned an executive secretary as a resource person to principals. One stated that

> We are a branch of the State Teachers Association and have use of their executive secretary. This individual acts as a voice for the organization and has intervened for some of our Negro principals who have been let go without reason. They have then been reinstated on the job.

The other reference consisted of an executive committee plan to increase the association dues from three to five dollars per year in order to hire a retired principal part-time as an executive secretary and to provide some expenses for attendance at national meetings.

An internship program is being sponsored by one association as an effort to improve the training of elementary school principals previous to their placement on the job. This program provides an opportunity for prospective principals to experience some of the field action in the public schools.

> In some cases they are actually on the job as a teacher and experiencing some of the actions or having an opportunity to take over some of the administrative responsibilities. But in too many cases, they are employed as a full-time teacher and do not have sufficient time free to truly experience the administrative role other than some minor details which can be shoved onto them.

The DESP Convention was mentioned only once as a resource to principals and received a rating of adequate in effectiveness and was considered to be often used. All other presidents either did not think of it or considered this activity out of the reach of the school principal.

Of the 50 presidents, 12 percent indicated that at present their association has no programs to assist principals around the state. One official stated that there is a lack of cooperation and enthusiasm on the part of the principals as most of them are teaching principals and do not have the time to develop programs. Another pointed out that they have four meetings per year that are organized on the basis that:

> We sit around and tell lies and brag about the things that we would like to do but are not doing and then in the evening play poker.

He considered these sessions to be of little value to principals in assisting them with their problems.

Regional Educational Laboratories

Regional educational laboratories were visited in this study to determine the extent of assistance that is available to elementary school principals in dealing with the problems which they face. Twelve of the twenty existing laboratories were selected for visitation on the basis of program descriptions that indicated involvement with elementary schools. Laboratory officials were interviewed and asked to describe present programs which provided assistance to elementary school principals, specific methods used in the dissemination of information and barriers to the development of programs.

Primary Function

Twenty regional educational laboratories were established in 1966 under the authorization of Title IV of the Elementary and Secondary Education Act of 1965. These non-profit corporations are charged with improving the quality of education nationwide by utilizing the results of scientific knowledge and technology in the development of specific products and processes for use in education.

Initially, the laboratories were given extensive latitude in assessing regional needs, developing organizational structure and initiating programs. As a result, many laboratories got under way without a clear definition of their primary functions and specified means in how they were to achieve them. After several years of experience and with the aid of the U. S. Office of Education staff, review teams and consultants, the laboratories have tightened the definition of their functions and specified procedures through which they hope to achieve postulated outcomes. The number of projects that individual laboratories were conducting was reduced, program components were phased out and others added in an effort to strengthen program development. At the time of this study all of the laboratories agreed that the function of the laboratories is the development of tested products, operable systems or processes which will contribute to the improvement of educational institutions. Each laboratory is unique in respect to program emphasis and system of operation, but all activities center on product development, regional development or a closely defined set of problems.

Programs

Three of the twelve laboratories visited are concentrating on the development of products such as:

1. Curriculum materials for teachers, preschool and elementary school children of urban schools.

2. Early childhood educational programs designed to promote intellectual and language capacity with accompanying instructional materials for parents, children and teachers.

3. A system of strategies for installing high-quality process curricula into a network of schools.

4. Model training designs or "minicourses" for the improvement of teachers in basic classroom skills requiring a minimum of personnel, equipment and facilities.

Four laboratories are designing and testing training programs for use with educational personnel. Of these programs, three focus upon the improvement of teacher effectiveness:

1. Training experienced teachers to engage in continued analysis and improvement of classroom behavior.

2. Acquainting teachers with techniques and materials for the identification of learning disabilities and remediation procedures.

3. Utilizing behavioral modification techniques in the classroom.

One concentrates on creating new roles for personnel and developing new tasks for existing roles. Packaged training programs have been designed for two roles, a "continuing education leader" and an "evaluator" and are in the field test stage of development.

Regional educational improvement is the dominant emphasis of three of the laboratories. They are engaged in designing and testing programs to meet the specific education needs of the region such as:

1. Increasing teaching skills to promote childrens' thinking capacities and decision making abilities.

2. Improving the quality and relevance of educational experiences for inner city and Indian children.

3. Developing instructional systems and materials to expand learning opportunities for children in rural and isolated schools, urban black children and children of migrant farm workers.

4. Improving classroom communication skills through the use of specifically prepared instructional materials and teaching techniques.

Two laboratories are oriented to the solution of specific problems such as making school curricula relevant to inner city children, an early childhood education to promote intellectual and language capacity, and the development of a model for total system interventions to improve the organization of a school system, content of an educational program, methodology of teaching, school planning and policy making within a particular educational environment.

All laboratory operations are varied, but all are involved in teacher education either directly as a major function or indirectly as a means of accomplishing other goals. For most laboratories, all programs are in a phase of development and are operational only to the extent of the field test, demonstration or refinement stage. A few products have been developed to the marketing point and those laboratories responsible are collaborating with other agencies for distribution, implementation and continued evaluation of these products.

Making Resources More Helpful to Principals

None of the resources identified by the elementary school principals and the representatives of the resource agencies were judged to be totally adequate or utilized to their fullest extent. The representatives of the resource agencies were asked how they thought the resources available to the elementary school principal could be made more helpful than they are at the present time. In stating their opinions, they identified the problems inherent in each agency which constitute barriers to the greater utilization of resources by the elementary school principal. While some of these problems are unique to the individual agency concerned, most are more generally applicable and revolve around four major concerns:

Communication

a. Keeping the elementary school principal informed of the assistance which is available to him.

b. Keeping the resource agencies informed of the needs of the elementary school principal.

Leadership Development

a. Improvement of the elementary school principal's ability to locate and utilize resources and define the principal's responsibilities for local instructional improvement.

b. Improvement of leadership within the resource agencies to recognize the problems of the elementary school and to develop useful assistance programs for the elementary school.

Funding and Staffing

a. Allocation of sufficient funds to accomplish program objectives.

b. Provision of enough personnel to fulfill the responsibilities of each agency.

Coordination of Effort

a. Development of a systematic approach to providing efficient and economical means of assistance to the elementary schools which need it the most.

b. Specific definition of the functions of each agency in relation to the others so as to most effectively utilize the staff and funds available to each. Prevention of wasteful overlapping of activities.

Communication

According to those representatives who were interviewed, most resource agencies have developed some means of keeping the elementary school principal informed, either directly or indirectly, of the kinds of assistance available to him.

Communications emanating from the USOE, for example, and beamed in the direction of the local school district follow a common procedure. The state departments of education in each state become the first stop for most information leaving the Office. From this point the responsibility lies with the state agency to disseminate directly to local school districts. Various forms of communications are issued including Program Information, Program Guides, pamphlets and booklets, printed flyers, and numerous reports. The amount of information leaving the state agency depends upon funds and personnel these departments have available. Problems exist between the USOE, the state agency and local school district as many communications do not get through the state agency. The Office lacks funds to disseminate information to all individuals who should get it. The Office is confident that information reaches the states but what arrives at the local school district is unknown. Further complications exist at the district level; information is often not distributed to the schools by the district's central office.

Other means used by the USOE to get information to local schools is through regional conferences, radio and television presentations, press releases, articles in educational journals and bulletins. Regional conferences are held involving school superintendents, central office staff and state department officials. These conferences are presented as models for state departments to follow throughout their states in order to inform local people. Some states conduct many, others few. USOE officials are scheduled for radio and television presentations during scheduled trips across the nation. Press releases cleared by HEW or USOE are distributed to newspapers across the country and included in numerous bulletins. The Office works closely with NEA and other associations to prepare articles for publication in their journals.

State departments of education, on the other hand, generally have a less clearly defined system of communication. There appeared to be no formal plan or program of assistance in most regions, and most felt it was up to the individual principal to initiate any communication involving assistance needed from the state department. There is a vast difference of opinion regarding the function of state departments of education in the total educational system. Some states subscribe to a "hands off" policy and regard offers of assistance to individual school districts as interference unless such assistance is formally requested. In other states this policy applies to many, though not all, kinds of available services. Some states, however, follow a different policy and initiate involvement with local schools through a variety of planned programs and ongoing services conducted by consultants in the field. Some states are divided into regions or districts and are either under the direction of a single supervisor operating out of the state department office or are completely staffed as regional offices. In the regional plan, the consultants know the personnel in the field and are able to become more involved with the local schools than the consultants who operate from a central office.

The state department representatives who were interviewed cited a need for better ways to disseminate information to the local district. Only two state departments feel they provide extremely adequate publication services while the others feel their services could be improved. Current methods of operation in many state departments, they said, cause a needless duplication of effort and do not allow for the most effective utilization of available resources by the elementary schools which need help.

The presidents of the state ESPA were asked to describe the methods used by the association to disseminate information to elementary school principals in the state and to estimate how successful these have been. Table III-3 shows a tabulation of the methods used.

The newsletter and association meetings were the most frequent methods mentioned followed by the association journals and incidental mailings of letters, minutes of meetings and special bulletins. Fifty-eight percent of the associations produce newsletters (from monthly to once a year), but only 38 percent publish a journal (quarterly to once a year). The number and quality of these publications are related to the availability of funds and personnel. Most of the newsletters and journals are developed as a result of the donated time and dedication of busy principals; few associations have sufficient funds to employ an editor and a staff of writers. One president describing his situation stated:

> We are attempting to communicate with all principals in the state but are having considerable difficulties with this. Many of the principals are not members of the association and, therefore, do not get our material. We also had difficulty getting our publication out this last year as we had a member of the association in

charge of this publication but he did not get it out during the year. In order to deal with this problem I asked the state department of education to help us and now they print up our publication and add information to it.

Table III-3

Methods Used to Disseminate Information Among 50 Elementary School Principal Associations

Method	Frequency	Percent
Newsletter	29	58
Meetings	28	56
Journal	19	38
Incidental mailings	16	32
Bulletins	11	22
Parent organization mailings	9	18
Special reports	6	12
Executive committee travel	4	8
State department mailings	3	6
Yearbook	1	2
None	1	2
Total	127	

The newsletters and journals contain articles describing new programs in operation, discussions of current issues, opinions regarding legal problems, and other topics relevant to practicing elementary school principals. Many of the articles are written by top educators in the state, college and state department personnel and educators with a national reputation. The incidental mailings include summaries of conferences and workshops held around the state, letters from the president discussing current issues or announcing forthcoming activities, and abstracts of relevant articles from the literature.

A few of the associations (18 percent) use the publications of the state education association as a vehicle to communicate with elementary school principals. Articles, announcements, program descriptions and references to available materials and resources are incorporated into these mailings.

A number of special reports or publications have been produced by the associations (12 percent) and distributed to the membership. Topics such as legislation, role of the elementary school principal, status of the elementary school principal, evaluation, pupil personnel services, innovation in the elementary school and multi-ethnic materials handbooks were among those mentioned.

The use of state department of education mailings and presentations at regional association meetings by executive officers and area representatives were also listed as communication efforts. Only one president stated that they have no organized method of communicating with elementary principals in the state.

The college and university representatives who were interviewed also felt there is a need for better dissemination of information to the elementary school principal. They said there is a need for the establishment of some super-structure to simply disseminate materials and information from the various resources.

> Most principals would have several times more resources available to them if they knew what they wanted and who to ask for help. They tend to rely almost exclusively on whatever help the local district might have.

There are differing practices regarding the dissemination of information relating to the activities of the regional educational laboratories. Two of the laboratories communicate little or no information to educators in the region as they consider their function "not to disseminate information, but to develop programs." Most laboratories maintain an unlimited flow of information and are utilizing a variety of methods of communication such as program newsletters, pamphlets, conferences, demonstration days, catalogs of products, area councils, and traveling consultants. Some limit distribution only to schools actively engaged in laboratory

programs while others spread the word on a broad scale throughout the region served. Those laboratories limiting communications expressed concern that demands would be made upon them from the public and educational institutions that they would not be able to meet.

> The staff questioned for some time how much should be communicated to agencies outside the lab. Some communications were made and we found that expectations from public school people were very high, and felt ourselves unable to deliver at the level of expectations. Dissemination of information was then limited considerably and the communication was only through those individuals who were actually participating in lab activities.

Improved communications between the resources and the elementary principals was one of the major recommendations made for the upgrading of the services in general. It was indicated that the principals are not using many of the resources available to them due to lack of information concerning the resource and its purpose. Better dissemination of information through brochures, mailing lists, journals, and in-service programs related to the specific resources would be advantageous to elementary principals as well as provide feedback to principals regarding resources for self improvement.

Other methods of communication were suggested as well that may make present resources more helpful to the elementary school principal.

> There is presently a need for the systematic identification of resource needs through constructive research aimed at the elementary school principal. Such research would tell us where the problems were and where the resources should be directed if they are available or at least, where new resources need to be developed.
>
> For resources to be more helpful, regional meetings and/or local meetings must be initiated where present resource agencies or persons ask the elementary school principal, either individually or in groups, "How can we help you?"

One official of the DESP pointed out a lack of communication between the association and the USOE.

> A member of this office has never been invited to the Office of Education to assist or consult in developing programs, guidelines, and so on. There is no communication between this office and the Office of Education.

This lack of communication and involvement is also evident in the point of view expressed by a USOE official when describing funding priorities for the Education Professions Development Act:

> . . . no vital need exists in the direction of elementary school principals. Other needs are much more evident at the present time and speak louder than those of the elementary principal.

Leadership Development

One reason why available resources are not being fully utilized may be the principals themselves. Twenty-two percent of the presidents of the state ESPA indicated that there is a complacency to attend meetings of the association, an unwillingness to accept responsibilities in the development of organization programs, and an insensitivity to existing problems. Tradition still maintains divisions between groups in some states; if programs cross any of the lines of social or traditional customs, many principals will not cooperate in its development. A resistance toward in-service programs was also evident.

> There still are many principals who feel that they have a degree from a university and are certified and know what to do as a principal. They are not in favor of spending money for in-service type activities as they consider they don't need it.

The barriers which confront presidents in the development of programs are similar among state associations across the nation. Only a limited number (8 percent) of the presidents described the picture as completely satisfactory.

> We have no difficulty in initiating or inaugurating a program to assist the elementary school principals. They are eager to upgrade their schools and are willing to work with us completely in any program we might suggest.

Most presidents (92 percent) related numerous difficulties that confront them and expressed acute concern. In many instances this concern was accompanied by varying degrees of discouragement.

> Principals don't seem to feel the need to be involved in the organization. We don't even make out a budget in our organization. Our activities are somewhat unplanned as we don't even have adequate funds to develop a well-organized program. There seems to be a lack of effort on the part of elementary principals who are in the leadership roles. Really, most principals are not involved at the state level as they are too busy in their own schools.

Most mentioned among all the barriers discussed were those associated with the lack of recognition of the elementary school principalship as a professional administrative position. Sixty percent of the presidents related instances of superintendents and school boards who will not release elementary school principals for attendance at association meetings or who will not pay expenses of attendance at meetings. They stated other barriers such as low salary schedules, teaching assignments which accompanied administrative responsibilities, the absence of secretarial or auxiliary personnel, undefined administrative responsibilities, employment of poorly trained people as elementary principals and certification standards that are inadequate or not enforced. Attendance at professional association functions requires that many principals pay for a substitute in addition to travel and other incurred expenses. One principal related that:

> . . . even though this situation exists, most principals do attend. We actually have about 60 percent of the principals in the state as members.

In some states no certification requirements exist for elementary school principals; in others, standards which are in force are either ignored or modified by state department officials and school superintendents.

> There are a number of people constantly working in the field who are calling themselves principals, but who in effect are head teachers. They are trying to function as classroom teachers and pseudo-principals and are lowering considerably the standards of the principalship in the state. Superintendents themselves are presenting barriers since they are standing in the way, in numerous cases, of actually enforcing the certification requirements. By placing, intentionally and unnecessarily, uncertified school personnel in positions where they can act as principals has caused a good deal of problems.

The organizational structure within associations has also created barriers to the development of state programs. This concern, expressed by 40 percent of the presidents, included such barriers as the lack of hired leadership at the state association level, annual change of executive officers, and the operational effect of regional groups. Few state associations are financially able to support a full-time executive secretary and a consultant staff. Under these conditions any leadership that is provided must come from elected officers who are functioning on borrowed time as they are administering their own schools five days per week. In many instances, these officers are changed every year which "does not allow the individual the opportunity to really become familiar with his position and develop the leadership necessary in this office."

Leadership of the state departments of education is also in need of improvement. The USOE is confronted with many problems as a result of lack of leadership at the state level. State superintendents, they say, are too often

> . . . mostly old, antiquated, paper processors or "conduits" and do not assert any leadership within their state.

This creates insurmountable problems for small school districts who are attempting to get the kinds of things they need.

University officials hold similar opinions of the leadership at the state and local level.

> There needs to be a change in the Department of Public Instruction. The superintendent of public instruction has to get out of partisan politics. His position is now an elective one and he therefore spends a good portion of his time campaigning.
>
> The State Department of Education is leaderless and amounts to little more than a haven for dismissed public school superintendents.
>
> Most of the resource agencies lack leadership and are unable to identify the real problems in the elementary school. Such a lack of leadership has ultimately had the effect of retarding the initiative of these potential resource agencies.
>
> Administrators generally do not know how to utilize available resources. Elementary school principals need more training in the methods of properly utilizing an available resource and/or where to go to find new resources.

Funding and Staffing

All the major resource agencies point to the lack of sufficient funds and personnel as one of the primary reasons why their assistance programs are often inadequate to meet the needs of the elementary school principal.

The USOE receives more proposals requesting support funds than it can handle. Funds are insufficient to cover all the proposals; in fact, they are not extensive enough to cover those proposals that survive the screening process and are authorized for funding. In Title I, for example, approximately three-fourths of the appropriation is allotted to elementary schools but only about half of this authorization can be funded.

Federal funding practices also affect the efficiency with which new government programs are implemented. The development of programs is hindered by these factors as well as difficulties in the field. Federal committees continually add to the list of people eligible to receive Title benefits, but the appropriation committee who authorizes funds provides only enough money to cover a portion of those eligible. In addition, the timing of appropriations affects the quality of programs implemented due to limited planning time at the local, state and federal levels. USOE officials would like to be involved in the inception of new projects as they would acquire a clearer understanding of the overall proposal and could give direction to the initiator as to further development or discontinuation previous to the final draft of the proposal. Considerable efficiency in project development could be achieved if lead time were available.

Little coordination of services between local school districts is also evident as parallel programs exist utilizing similar federal support funds with separate services being maintained. Coordination of developmental programs at the local level is designated as the responsibility of the state as the U. S. Office lacks funds and personnel to do the job. However, the same lack is voiced by state level officials when discussing their involvement in monitoring funded programs.

Improvements in the assistance state departments can offer the elementary school principal will necessitate the expansion of state department staff in all nine regions. There is a definite need for increased consultative personnel to deal with more selected problems at every level, particularly persons trained in elementary education and administration. More staff will allow many states the freedom to disperse personnel more widely about the state.

Improved finances will be necessary before staff or programs can be selected for addition to the present services. In several states, this will require organizational change at the state department level or philosophical change at the legislative level of the state government.

Many of the difficulties the elementary school principals associations around the nation have in providing assistance to their members are closely related to the need for more operating funds. Fifty-four percent of the presidents indicated low dues and limited membership as obstructions to growth. Association membership among the states ranges from a reported 10 percent of the presently employed principals to approximately 100 percent. Annual dues also vary from a low of four dollars to a high of one hundred dollars. The association described as having 100 percent membership also charges one hundred dollars per year dues. Some states have a limited number of principals who are eligible for membership.

In an attempt to attack these obstacles, associations have doubled and tripled their dues, have sought assistance from DESP in the form of consultants and funds, and have considered the possibility of consolidating a number of states into one association. They have found that such consolidation creates even greater problems, however, in communication and travel to meetings.

Not only is DESP faced with limited income from its membership, but the membership itself is minimal. Of the 45,000 elementary school principals across the nation, only 25,000 are paid-up members. DESP also avoids "reaching for the federal cookie jar" due to the personal opinions of its leadership personnel regarding such involvement.

College and university officials, also, share the opinion that more funds are necessary to provide elementary schools with adequate assistance.

> More money is needed to do the job in order for resources to be utilized more effectively. If resources could be made available without all the "strings attached," then they would be used more. Much of the money which comes from the federal government never gets to the place where it can really do the most good, in the classroom to benefit teachers and children. It seems that we have had federal funds available since 1958 but our department hasn't received one dime of these funds. We have written many proposals but haven't had any funds granted to us.

Coordination of Effort

In addition to the need for more money and more resource personnel, the need to more effectively coordinate the activities of the different resource agencies was also cited often. Many of the officials interviewed felt that the present methods of operation followed by these agencies contributed to the frequent costliness and inefficiency of some of the assistance programs now available to the elementary school.

The coordination and evaluation of ongoing programs by the state agencies presents numerous problems. Many projects are operational within a state with little evidence of the coordination of available services. In addition, there is a hesitancy on the part of state department officials to assist local districts in the evaluation process and to promote systematic changes in programs that have demonstrated weaknesses. It seems that local administrators would rather maintain the status quo even though there is considerable evidence that the long-range effectiveness is questionable. The USOE does not have sufficient staff to monitor programs at the local level and therefore must depend upon the state agency to carry out this responsibility. The Office has recently prodded state directors to move more forcefully into these areas.

The USOE is in the preliminary stages of organizing a State Management Review Team which is to be a task force of planned evaluation for programs presently operating in the states. The force will be composed of consultants from the division of State Agency Cooperation and will function as a direct contact with state agencies. The team will go into a state and stay a week to examine all Title programs in operation within the state. This is an effort to become more familiar with state activities and provide an opportunity for a number of USOE representatives to confer directly with state agency officials regarding program activities, evaluation, monitoring, and overall needs.

Because the USOE is organizationally so far removed from the local school, it is necessary that the Office find an effective means of working through the other agencies at the state and district level that would involve all concerned in the planning, implementation, and evaluation of its funded programs.

The college and university officials interviewed, in turn, felt the necessity of increasing the coordination of state department and university programs.

> The state department should become an outspoken participant in the evaluation of university programs; and particularly outspoken about requiring some type of university based internship program as an integral part of the training of elementary school principals. This might bring us together to parley the question and hopefully provide us with a modus operendi for instituting the internship program. It would appear that none of us individually is willing, or has the time, or perhaps gives a damn to make the initial thrust ourselves.
>
> The state department and the university should join in conducting basic research into the area of the elementary school principalship in order to determine the needs which the principals presently have. This research would then provide the basis for future attempts to make resources available to elementary principals.
>
> The state department has not clearly differentiated their roles and functions from the roles and functions of the university. As a result, there is inherent overlapping in many services and/or resource areas and great omissions in other areas that are needed.

Lack of coordination is implied in many of the general comments made by those college and university officials who were interviewed.

There must be developed a cross-regional effort within each state to equalize the resources available to the elementary school principal. In some areas within the state, resources are plentiful and in other areas, resources scarcely exist.

There is not presently an effort being made at any level to provide coordination necessary to make the variety of resources available to the elementary school principal of any real help.

Resources would be more helpful if they were geared specifically to the elementary school and/or specifically to the problems faced by the elementary school principal and his staff.

All resources would be more helpful if they would go directly to the elementary school principal rather than relying upon the principal to come to the resource.

There is presently a wealth of available resources; they are just not being utilized and until they are, no new resources are needed.

Attempts by the state elementary school principals associations to achieve greater coordination of activities in their states have not been generally successful. Professional educational associations are not directly eligible to apply for federal professional development funds. In the original bill, professional associations were included, but were later stricken by the legislature. The only way an association can utilize federal funds to develop programs for self-improvement is to team with a university or state department and submit a joint proposal. This places limitations upon associations as they must negotiate or temper ideas as well as periodically overcome a lack of commitment on the part of state and university personnel.

Several states have formed coordinating councils composed of representatives from each administrative group and have found them valuable in program planning, improving communications and identifying administrative roles among the levels of leadership.

> I feel that all administrators' organizations as well as teacher organizations must work closely together in order for the schools to benefit. I would suggest that the superintendents association, school board association, secondary principals association, the elementary school principals association, and the state department of education work cooperatively in order to develop programs which will be helpful to all groups. This has just begun as a council and very little has been done yet but I feel that it has tremendous potential.

Other associations expressed disenchantment with consolidation efforts as they discovered that:

> . . . the groups have divergent interests and the superintendents and secondary principals tend to dominate the elementary principals in their combined association meetings.

Existing programs have in many instances not encouraged principals to participate in professional association activities. Twenty percent of the presidents described programs having the following characteristics: lack of clearly defined program objectives; limited research knowledge inherent in ongoing activities; disorganized or unplanned; minimal opportunities for involvement by participants in program activities; restricted use of university and college personnel in leadership roles; and the disregard for the knowledge and assistance which industry could provide.

Chapter IV

COLLEGE AND UNIVERSITY PREPARATION PROGRAMS

Introduction

Representatives from colleges and universities in each of the 50 states were interviewed to obtain their perceptions of the problems facing elementary school principals in their respective states and to determine the nature of the training being given to prospective principals. A total of 87 institutions were selected that offered training programs in elementary administration. In most cases, the official contacted for the interview was the person who works most closely with the actual elementary administration training program. This was done to insure the best perspective possible of the college or university training program being discussed, the nature and extent of the available resources within the university, and observations regarding the nature of the problems facing elementary school principals in the population area being served by the college or university.

The focus of the interview was on: 1) the awareness of the college or university of the problems currently facing elementary school principals in the state; 2) the nature and extent of the assistance provided principals through the resources of the university; 3) the nature of the training programs developed for elementary school principals; and 4) the barriers to the development of effective training programs and in-service activities for both aspiring and practicing principals. (See Appendix B for the actual interview guide.)

Similar interviews were conducted with state department of education officials, presidents of the Elementary School Principals Associations (ESPA), representatives of the U. S. Office of Education, representatives of Regional Educational Laboratories, and practicing elementary school principals in order to obtain a more complete understanding of the roles and problems of the elementary school principal throughout the United States. The portions of these additional interviews which focus upon college or university training programs will be included within this chapter.

Programs and Procedures

The observations and conclusions drawn in this chapter are derived from two types of data obtained by the members of the study team. A large portion of the data is the outgrowth of the formal interviews held on the different college or university campuses across the United States. Additionally, a segment of the findings result

from 62 written summaries of these programs provided by the various colleges and universities where interviews were conducted.

Integration of these findings reveals general patterns of training for the elementary principalship and identifies the unique features of some programs as well. Whenever possible, the extent of a similarity will be indicated by a percentile figure based upon the total of 87 programs being considered.

Pre-Service Programs

Of the 87 colleges or universities authorized to grant degrees in elementary school administration, a total of 79 schools (91 percent) do have some type of formalized pre-service program. The remaining eight colleges or universities (9 percent) indicated either that their program was totally individualized for each candidate or that the program was in a developmental stage and no formalized pre-service procedures had, as yet, been developed. In these latter cases (2 percent), mention was made of present faculty involvement in the development of such procedures.

Of the 79 colleges or universities having some form of pre-service program for prospective elementary school principals, a total of 26 schools (30 percent) indicated little or no distinction between the nature or intent of their programs for candidates wishing admission at either the elementary, secondary, or superintendency administrative levels. While these programs were most often termed "general administration programs," the inclusion of specific courses into a candidate's program, such as Elementary School Administration or Guidance in the Elementary Schools, would tend to differentiate an elementary administration program.

Of the 26 colleges or universities with such a non-differentiated administrative program, reasons given for such a lack of specific emphasis included: 1) the college or university initially began its program to train public school superintendents or secondary school principals and has retained this emphasis, 2) the college and/or university generally feels that past distinctions between various levels of school administration are largely artificial and that there is a growing need to have candidates trained to be "generally familiar" with all levels of school administration. This latter rationale was presented by 19 out of the 26 officials interviewed.

One university policy statement regarding its own generalized administrative program tends to typify the assumptions underlying all such generalized programs in educational administration:

> Advanced study in educational administration begins with the assumption that making and executing wise educational policy is a primary task of the administrative leader...the schools are expected to

> promote economic growth, to overcome poverty and racial isolation, and generally to enhance the quality of life. Creative administrators are likely to hold a number of quite different positions during their professional lives. Therefore, the school does not prepare people for specific administrative roles, but tries, through a broad spectrum of intellectual pursuits and field experiences, to prepare its students with the skills needed to function effectively in a variety of existing and emerging roles...

Of the 87 colleges or universities, all pre-service programs represent either a five- or six-year program for the preparation of elementary school principals. Where a doctoral degree is the outcome of a particular program, however, more than six years may actually be required for its completion.

In those cases where there is a fifth-year program of preparation, such a program is usually synonomous with the Masters Degree program (M.S., M.A., or Ed.M.) and applies directly to a certification program for elementary school administration issued by the state department of education. While state certification requirements vary, the completion of a Masters Degree program usually presupposes that certification will be possible if the candidate has been counseled into taking the necessary coursework.

There are certain exceptions to this general pattern, however. One state requires only six quarter hours of graduate work in the area of supervision or administration for the elementary principal's certificate which, according to one official, results in "an extremely weak preparation program." In a second state, the state department of education is non-regulatory and provides no guidelines for the courses that must be taken to meet certification standards. The local public school districts are thereby forced to make professional judgments regarding the qualifications of a candidate for administrative positions. Since this situation exists state-wide, a candidate is often hired for an administrative position before he takes any courses in elementary administration; "a candidate needs no specific coursework in elementary administration to find work in many districts of this state."

In a third state, the liberal issuance of provisional certificates has resulted in a situation which prompted one university official to state:

> In the past we have had a considerable number of secondary school coaches going into the elementary principalship because they had a M.S. Degree and could qualify for provisional certification. Teachers protested this kind of leadership, however, and they are forcing a change.

However fortunate it may be that this situation is being changed, it seems unfortunate that the universities of this state have not assumed the leadership in their own pre-service procedures.

Where a college or university does have a sixth-year preparation program, such a program is most often directed toward doctoral degree work (Ed.D. or Ph.D.) in elementary school administration. In these cases, the state's certification requirements are part of the advanced degree requirements.

A general survey of these sixth-year preparation programs suggests that these programs will offer measurably greater flexibility than do the five-year preparation programs. Within these sixth-year programs, 19 colleges or universities (22 percent) make provisions for either a field experience or an internship experience although this is not totally exclusive of the five-year preparation programs. Also, in these six-year programs the actual number of "elective courses" from which the candidate may choose is greater than in most five-year preparatory programs.

Coursework at all 87 institutions (both those with formalized pre-service programs and those without such programs), as characterized by the school officials, ranges from "highly informal and totally individualized" to "quite structured and basically the same as the requirements for state certification as outlined by the state department of education."

While it is difficult to generalize with regard to the types of pre-service coursework in these 87 differing colleges and universities, the following compilation of courses designed for candidates entering a program in elementary school administration seems somewhat representative:

Courses in General Administration

Public School Administration
School Law (occasionally a specific state law, e.g., Washington State Law)
School Finance
School Buildings
School Personnel Administration
Organization and Administration of Public Education

Courses in Elementary Administration

The Elementary School Principalship
Issues in Elementary Administration
Leadership and Change in the Elementary School

Courses in Curricular Areas

Science in Elementary Education
Social Studies in the Elementary Schools
Language Arts in the Elementary School
Mathematics in the Elementary School
Modern Technology in Education
Elementary School Curriculum

Courses in Classroom Supervision

Educational Supervision
Supervision and Improvement of Instruction
Organization, Administration, and Supervision in the Elementary School

Courses in the Foundations Area

Human Growth and Development
Advanced Educational Psychology
Guidance in the Elementary Schools

Courses in a Research-Related Area

Introduction to Educational Research
Educational Statistics
Tests and Measurements

Cross-Disciplinary Courses (candidate typically selects one or two areas from among the following)

Social Science
Philosophy or Logic
Political Science
Economics
Foreign Languages
Social Psychology and/or Psychology
Business Administration

A number of the college or university officials interviewed expressed concern over the cross-disciplinary subject areas. While the selection of one or two such areas is required at most schools for the development of a candidate's minor, the departments offering these courses are usually totally independent of the School or Department of Educational Administration. Such departmental autonomy makes cross-campus coordination and cooperation in the development of a candidate's program quite difficult. Such coordination and cooperation was said to be totally lacking at a number of the 87 colleges or universities.

Rigid scholastic requirements in many of the cross-disciplinary subject areas or requirements stressing the need for prior undergraduate coursework in these subjects often makes it difficult, if not impossible, for an elementary administration candidate to be admitted into certain cross-disciplinary fields. College and university officials stressed that many elementary administration graduates were not adequately trained in the liberal arts areas to meet these requirements.

While the aforementioned courses or generalized course areas are representative of the pre-service efforts of the majority of the universities and colleges included within this study, several specific courses are unique and may well suggest new dimensions in elementary administrative training. These atypical courses include:

Organizational Behavior Analysis
Advanced Group Dynamics
Frontiers of Knowledge in the Future of Education
Sociology of School Administration
The Role of the Principal as Instructional Leader
Change and Innovation in Educational Organizations
Seminar in Group and Interpersonal Relations
Communications in Educational Organizations
Environmental Factors and Forces Influencing Educational Administration

In addition to the coursework required in the preparation programs of the colleges or universities having formalized pre-service programs, 32 colleges and universities (37 percent) indicated having either a field experience or an internship experience for their elementary administration candidates. In the cases where either of these opportunities was available participation by the candidate was optional.

Despite the optional character of these offerings, a great deal of discussion often centered around the initiation or growth of an internship or field-oriented course or sequence of courses. While it was generally agreed that an internship experience had a great deal of merit, serious limitations were mentioned by college or university officials regarding the actual establishment of such an experience for administrative candidates. Of the limitations mentioned, the following were recurring concerns: 1) the university has no money actually budgeted for such a program, and the expense is prohibitive; 2) the university's faculty are incapable of offering the necessary supervision because of the need to commit staff time to other portions of the instructional program; 3) there are not enough local school districts willing to cooperate in the development of an internship program; 4) without money to pay candidates during the period of time they are involved with an intern program, few candidates will actually apply; and 5) while the university or college would like to develop an internship program, the present needs of the total program make the implementation of a new program a low

priority, both in terms of financial and personnel allocations.

Related to these limiting factors, one university official indicated that many of the candidates for elementary administration degrees were not on campus during the full academic year. As a result, an internship program or a field experience was difficult to incorporate into these candidates' programs.

A second college representative emphasized the need for financial assistance to candidates wishing to have an internship experience. He stated:

> The internship experience often extends the duration of a candidate's program six to twelve months. Because such an extension of time is personally expensive for any candidate, few students wish to participate in our intern program. While this is generally true, it is particularly true of our married candidates.

Where the college or university does have an internship program or a field experience, the actual amount of course credit varies from 3 to 12 semester hours. Nine colleges and universities (10 percent) which offer an optional internship or field experience program presently do so in a single credit course designed for this purpose. A total of 13 of the schools (15 percent) did not have any candidates involved in such an experience while two universities indicated having over 20 candidates actively involved each year in an internship program. Two universities permit a candidate to take an internship experience in lieu of actual experience in the public schools upon admission into the training program.

While 32 institutions do have some form of field-related internship program, such programs commonly suffer from one or all of the limitations mentioned earlier. As a result, such a program is often a "paper prefabrication" as one college official mentioned and less of a reality than would many college and university catalogs suggest.

One of the university representatives, however, which did suggest that their internship program was both functional and successful, accounted for this by reflecting that their program was heavily financed by both the university and by cooperating public school districts. The candidate spends the first semester of his work on the university campus where he receives a $500 to $700 work assignment, paid out of a $10,000 account budgeted yearly by the university for this purpose. During the second semester the candidate is involved in his internship experience with a local school district and is placed on their payroll for an amount of $2,500. During the final semester, the candidate returns to the campus to complete his training program. In addition to the fiscal allocations which support

this program, the university has provided the equivalent of two full-time faculty positions for the supervision of candidates while they are working in the field.

Beyond the opportunities for field experience in many of the 87 colleges and universities, 78 schools (89 percent) provide some form of research opportunity within the framework of the pre-service program. Such credit varies from 6 to 9 semester hours for candidates for a Masters Degree to a maximum of 30 quarter hours of credit for doctoral degree research. Seven colleges or universities (8 percent) which once offered thesis credit in the course of the fifth-year training program have discontinued this practice because of a lack of faculty and/or faculty time to supervise such research work or because the actual demand for candidates in elementary school administration has forced a reduction in the length of the university training program.

Nine university representatives (10 percent) mentioned that they could not turn out candidates rapidly enough to meet the increasing demands of their state for qualified elementary school principals. One college with a total of 250 graduate students in the School of Education has graduated only 11 candidates with a master's degree in elementary administration since 1961. No candidates were graduated at this school during the years 1963 and 1965. In this same state, a recent study showed the level of educational attainment for the state's elementary school principals as follows:

Level of Attainment	Percentage
Sophomore year of college	2
2 year normal school graduate	1
Junior year of college	1
3 year school graduate	5
Bachelor's Degree	47
Bachelor's Degree plus 30 hours	14
Masters Degree	23
Masters Degree plus 30 hours	2
Other professional degree or advanced certification	2
Doctoral Degree	0

Certainly the addition of one to three graduates in elementary administration cannot quickly overcome this state's administrative deficiencies. Unfortunately, this condition is not unique to this particular state. It can perhaps be expected that until the demand for elementary school principals is satisfied, a trend toward shortening the length of college and university pre-service programs will continue.

Screening Procedures for Admission

There is a wide variety of screening procedures for admission into programs in elementary school administration. The following is a compilation of the various techniques used.

1. Use of a candidate's past grade point average from undergraduate or past graduate level work at an accredited school:

   An acceptable G.P.A. for most of the 87 schools which were studied was 3.00 on a 4.00 grading scale. Grades from a 2.50 to a 3.25 G.P.A. are usually acceptable. While a past grade point average adequate to meet the admissions requirements seemed a universal screening device, the vast majority of schools interviewed would, on occasion, waive this requirement to admit an otherwise acceptable candidate on a provisional basis.

2. Use of various screening tests aimed at measuring particular competencies or proficiencies desired of entering candidates:

   a. The Millers Analogy Test (range of admissible scores center around 50 with many universities indicating no particular cut-off)
   b. The Graduate Record Exam (range of admissible scores vary from 500 to 900 in both the quantitative and language portions with a number of schools indicating no particular cut-off)
   c. Teacher-Student Inventory
   d. Edwards Personality Preference Test
   e. Cooperative English Examination
   f. Strong Interest Inventory
   g. Minnesota Multi-Phasic Personality Inventory
   h. Ohio State Psychological Examination
   i. The Doppel Reasoning Test
   j. Otis Psychological Examination
   k. Gilford Temperament Survey
   l. National Teachers Examination

The Millers Analogy and/or the Graduate Record Examination are the most commonly used screening tests. However, since many of the colleges and universities have no definitive cut-off point, the actual test results often suggest an established admissions "procedure" rather than an effective screening device.

In addition to the aforementioned screening procedures, the following conditions for admission to elementary administration programs are set in the majority of the 87 colleges or universities. A candidate's failure to comply with these procedures might serve to screen him from admission into the pre-service program.

1. Two to three years of successful teaching experience or related experience at the elementary school level while holding a valid

elementary teaching certificate.

While this is a general requirement of the majority of the 87 colleges and universities where interviews were conducted, several exceptions to this procedure were apparent. Two universities do not require prior teaching experience in the elementary schools for admission into their administrative preparation program. Six college and/or university officials indicated the possibility of waiving the teaching requirement. One of these men stated:

> We're accustomed to only getting 35 to 45 year old residue going into our principalship program. Our screening procedures are devised only to rescreen these people. We should throw out the three-year teaching requirement for admissions. Being an outstanding teacher may well not be an appropriate criteria for assurance that this same person will become a successful public school administrator.

2. Letters of reference from past employers indicating that the proposed candidate will be both able to accomplish graduate level work and that he has the qualities necessary to become a successful elementary school principal;

3. A signed letter of intent presented to either or both the Graduate School of the university and the Department of Elementary School Administration by the candidate;

4. Copies of all official transcripts of courses taken at other universities or colleges presented to the Admissions Officer of the university.

In addition to these general procedures, 69 college officials (79 percent) indicated that some form of departmental interview with the potential candidate was required prior to actual admissions into a degree program. Such an interview took one of two possible forms: 1) a personal interview between the candidate and either the dean or the department chairman of the School of Educational Administration, or 2) a personal interview between the candidate and an officially delegated selection and/or screening committee comprised of from two to five selected faculty members from within the administrative department. One university official indicated that the entire faculty of the Department met, if possible, with each applicant.

Seven university representatives (8 percent) indicated that the majority of their candidates come into their respective training programs on the basis of "formalized pre-selection" by local public school officials who have been asked to perform this service for the college or university. In these cases, public school officials forward the names of possible candidates for elementary school administration to a designated faculty member of the university.

Upon review, these "nominees" are then invited to apply for admission into the training program. Each of the college or university personnel who indicated that this was a formalized screening and selection procedure also indicated that the effect of such a public school-university liaison had been the general upgrading of the quality of elementary administration candidates.

Screening Procedures Used During the Candidate's Program

The most universally accepted screening procedure for candidates enrolled in an elementary administration training program is the student's grade point average for the coursework he has taken. While a candidate is usually required to maintain a 3.00 G.P.A. level on a 4.00 grading scale, several colleges and universities mentioned that specific emphasis was placed on the over-all performance of candidates during the course of specific classes at the university. In effect, these courses then become the actual screening device, not only in terms of the grades received in these specified courses, but also with regard to a formalized faculty evaluation of the individual competencies of the participants within such a course.

The exact nature of the courses used in this manner cannot be generalized. Seemingly those courses which are used for screening of candidates are the courses which tend to typify the general philosophy underlying the over-all preparation program, i.e., if the preparatory program has a strong research orientation, a course in educational research might be used to screen candidates, whereas if the college's emphasis was upon the development of human relations skills, the course used might well be a graduate seminar in human relations.

Although a candidate's coursework and his grade point average are the most common screening procedures, the extent of formalized screening being conducted by the majority of the colleges and universities is uncertain. One college official stressed:

> There is little or no actual evaluation of a candidate as he goes through our program. The emphasis is upon screening at the entry level. Our faculty does have an opportunity to evaluate and screen candidates as they pass through their courses, but no candidate has ever been screened out of the program after having been admitted.

Related to this, a representative from a western university said that a candidate's G.P.A. was "more or less an artificial arrangement used largely because the liberal arts program places such an emphasis upon grades and grade point averages."

In those universities or colleges with preparation programs which stress the academic growth of their candidates, the use of a grade as a screening device was more standardized. One faculty member

indicated that screening at his school was based exclusively upon a candidate's grade point average. This same school presently has approximately a fifty percent attrition rate, owing largely to the fact that "many of our candidates do not have an adequate background to pass our courses."

In a university where the state department requirements for certification are particularly lax, an official commented:

> Because there is no law that tells any college or university in this state what an elementary school principal must have in the way of training, we find it difficult to screen our candidates. In fact, there is no use attempting to screen, because regardless of screening procedures, if a particular district wishes to hire a candidate he will be hired with or without our personal support.

Beyond a candidate's cumulative grade point average for courses taken, 61 colleges or universities indicated that all screening procedures tended to be "informal." Unfortunately, the nature of this informality cannot be generalized beyond the specific comments of two officials which were interviewed. The first university representative stated:

> If the faculty in general feels the candidate is a likely success in administration, we encourage him; otherwise, we give him a form of discouragement through our lack of encouragement.

A second southwestern college official concluded that in his school there was no formal evaluation of a candidate other than "his attitude, his behavior, and, of course, his grades."

In many of the colleges or universities having programs leading to elementary administration certification, the number of candidates actually involved was quite small. In these cases, often the one or two faculty members who teach courses which affect all or nearly all of the elementary administration candidates become almost unofficial screening committees. These faculty members are usually respected and well known by their colleagues, thereby making their personal evaluations of the various candidates meaningful to the educational profession within the state or geographical area in which the college or university permeates.

Beyond these formal and informal screening procedures, the only other general screening occurs, if it occurs at all, at the end of a candidate's formal program during written comprehensive examinations over the bulk of the coursework taken by the student. These examinations are generally read by a committee of three to five faculty members which would usually include the candidate's major advisor and one member from a cross-disciplinary area. In addition

to these comprehensive examinations, in the 79 colleges or universities (89 percent) which have some form of research project as a portion of the pre-service program, the oral examinations which accompany the completion of this research act as a concluding screening procedure. While these latter screening opportunities do exist, few, if any, candidates are not granted degrees after having successfully completed all other phases of the pre-service program. In all but a few cases, the assumption underlying the majority of the comments made by college and university officials regarding screening procedures during the candidate's actual program was that if a candidate commits sufficient amounts of time and energy to his program after being admitted, it can generally be assumed that the candidate will eventually receive his administrative credentials. For this reason, admissions screening becomes doubly important.

In-Service Programs

Of the 87 colleges and universities contacted, a total of 23 colleges and universities (26 percent) indicated having some form of a formalized in-service program for principals working in the field. The remaining 64 schools (74 percent) did not regard their in-service program as being formalized. Because the interviews often did not show appreciable differences between the nature of the programs conducted, the personal interpretation made by the interviewer regarding what might constitute a "formalized" in-service program may well reflect a semantic difference rather than an actual program difference.

All in-service programs had some common features: 1) the bulk of all in-service efforts are represented in the form of various college courses conducted either at the university or in university-sponsored or co-sponsored workshops or extension programs during the regular academic year and through the summer; 2) local, regional, or statewide conferences designed on a variety of topical areas are prominent in-service activities; and 3) specially contracted public school district in-service programs are a common means of presenting field-oriented in-service programs.

While 78 colleges and universities (89 percent) indicated the use of one or all of the aforementioned in-service techniques, two schools specifically stated that in-service was not considered to be a function of their universities. A third university official stated facetiously that, "The only in-service we conduct for our graduates is to pray for them."

Although a variety of in-service programs is conducted by the 87 schools, 14 college and university officials (16 percent) suggested that often these programs were more adapted to the needs and interests of public school superintendents than they were to elementary school administrators. One such college representative concluded that elementary administration was basically "a latent stepchild" and that many schools had not, as yet, "tooled up" to provide in-service activities for the elementary school principals.

One college indicated that in-service provisions were made only for those candidates which had come through that school's six-year administrative preparatory program. This college official stated, "If a six-year preparation program is decided upon by the candidate rather than the more typical five-year program, then we do make an effort to provide in-service opportunities for him."

A total of 18 colleges and universities (20 percent) regularly involved themselves with other agencies or groups in the development and presentation of in-service programs as a direct result of faculty representation in these other agencies. The most common alliances were between the state's ESPA, the state department of education, or another university or college in the area.

In those cases where in-service was conducted jointly, the results are varied. One university faculty member commented:

> There is no formal program at this university for in-service. Some department members do work with the Elementary School Principals Association but this is a hit or miss situation. At the present time no one is designated as a liaison with this group.

A second official stated that cooperation between his department and the state's ESPA was severely limited because "neither the ESPA nor this state's principals show the slightest signs of leadership."

An additional college official did indicate that there was cooperation between the college and the ESPA, but the results were discriminatory:

> We do co-sponsor in-service activities with the ESPA, providing three-day conferences where the principals come in and discuss various problems. Basically, these conferences are for the white principals even though the black principal will be accepted if he wishes to attend.

Ironically, perhaps, the focus of the last conference conducted by this group centered around the methods which could be used to promote school desegregation.

Several college and university representatives said they encountered some problems in developing in-service programs for elementary school principals. Such problems included: 1) faculty time was actually only allocated to in-college work and that in-service efforts were not provided for in college faculty salary allowances; 2) "there appears to be very little interest in this state for in-service programming since the bulk of the principals are apathetic to their own situation"; 3) a total lack of sufficient numbers of faculty in

the department to coordinate and develop an in-service effort; and 4) a general lack of commitment by the university to offer in-service assistance to their graduates.

Two universities which are conducting in-service programs in their respective states have apparently overcome these limitations, however. Neither program depends upon federal or foundation funds for its support.

The basic emphasis in the first of these two programs is upon instructional leadership. While the program was originally designed for elementary school principals, all efforts now center upon work with the entire district-wide administrative staff to insure a maximum "multiplier effect." Each year the university works cooperatively with a limited number of schools over the course of an entire year. The local school district must guarantee the allocation of one day per month over an eight-month period for their entire administrative staff. In these eight full-day sessions, a total of 15 structured in-service topics are handled utilizing a variety of in-basket and simulated materials.

While 15 separate topics are handled, one full day is spent in the general area of instructional supervision, "an area where most administrators completely lack competency." In this session, the focus is upon "de-training" administrators in judgment-making and "re-training" them in non-directive observational techniques. In addition to this basic in-service topic, other sessions center upon feedback and communication, diagnostic testing procedures, interview techniques, the group interaction process, curriculum design, the formulation of instructional objectives, and library collections. Since 1956, approximately 7000 administrators have been reached in either three to four-day workshops or on a year-long basis with these in-service programs.

The second university has developed an "extern" program for practicing elementary school principals. The emphasis in this program is upon training the elementary school principal "to work from a knowledge base rather than from a theoretical base in problem solving."

As in the aforementioned program, the "extern" experience covers a period of an entire academic school year, with a total of 10 weekend meetings. Two of these meetings are conducted on the university campus while the remaining eight sessions are held in a camp setting "away from the administrator's home, his school, and his telephone." A series of guest speakers are provided on a wide range of differing "but usually inflammation and thought-provoking issues." Discussion groups follow these general sessions where the emphasis is upon the "facts of the particular issue" rather than upon the theories which might seem apparent. Using these same "fact-finding skills," the externs each do an in-depth analysis of a particular problem in their respective elementary schools as a culminating project.

Research and Dissemination

Of the 87 colleges and universities a total of 22 schools (25 percent) indicated having some formalized research program; the remaining 65 colleges and universities (75 percent) related that no research was being conducted in the general area of elementary school administration.

Of the 65 schools having done research in the area of the elementary school or the elementary school principal, the majority of such research was actually being conducted by the school's elementary administration candidates in either masters theses or doctoral dissertations. Such research was most often disseminated in abstracted form or in complete form upon the request of interested principals throughout the local area.

Seven institutions which once required a thesis project have discontinued this portion of their program, and as a result, they no longer have any research done in the area of elementary administration. In each case, the research project was discontinued because it was becoming too expensive to release faculty to act in a supervisory capacity with masters candidates.

A total of nine colleges and universities (10 percent) have some form of continuous research as the result of a permanent school study council, service bureau, or educational research center located on the campus. Three of these school study councils have developed quite extensive research programs, two are working with 20 major public school districts and the third is involved with 30 school systems representing over 20 percent of the total population of the state. Where such a formalized research agency does exist, the dissemination procedures are also quite formalized. In these cases, research dissemination most often takes the form of research journals, books, manuscripts, quarterly newsletters, or speeches made by the participating researchers.

Apart from the candidate's research, much of the research that was cited by the various colleges and universities has been conducted jointly with the state department of education, the state's ESPA, or as a result of private contracts with local public school districts. Where such research was not confidential, dissemination usually occured through the ESPA journals, the Phi Delta Kappan, or in the university's catalog or research bulletins.

Where individual faculty members were involved in research efforts, dissemination of findings typically took place in subsequent courses taught by these same staff members, in formalized speeches which they delivered, or in journal articles of various types. In one college, all research done was published under the name of the dean of the School of Education.

One university with a definite research emphasis has placed its faculty members on a merit system; all instructional staff receive

merit points or ratings based upon the number of articles which each faculty member gets printed. Such merit points are also given for any professional services conducted by a faculty member in a local school district.

Various justifications were given by college and university representatives for the limited amount of research which has been conducted on the university level. These reasons include: 1) the over-all university has failed to recognize the ultimate importance of its research function, and the result has been that the university has not provided the necessary amount of released time for faculty to pursue research activities; 2) only enough faculty exist to carry on a basic instructional program and so research is virtually impossible; and 3) the basic research competencies of many university personnel are limited and, as a result, research is often not conducted even in settings where research is possible.

Representatives of two universities in one state indicated that the unique, though all-pervasive, role of the church in its pronouncements against the acquisition of any federal funds had tended to modify all research enthusiasm in the state. As a result, little or no research was being conducted.

Cooperative Program Development

A total of only six schools (7 percent) indicated having cooperated with other colleges and universities in the development of the elementary administration training program. The remaining 81 schools (93 percent) stated that no cooperation had either been received or requested in the development of their preparatory programs.

While reasons for such a lack of cooperation were often left unspecified, several college and university officials did comment. One representative stated:

> It seems that every professor is on his own within the department. We don't even have an association of school administrators in this state. Perhaps we are just uncooperative by nature.

A second official in another state responded:

> The availability of federal money seems to have created a lack of trust between the various colleges in this state. One school will often fail to confer with other universities regarding any new programming effort because they fear, and often justifiably, that their ideas will be stolen or incorporated into another university's program without professional credit being given.

In addition to these responses, a college faculty member concluded by stating:

> There is no communication between higher educational institutions in this state. I personally believe this is a tragedy. The state legislature has, however, formed a coordinating board for higher education in an attempt to bring the schools together. As of yet, there has been no action since the legislature has not provided funds so that the Board may function.

Aside from cooperative efforts in the area of program development, seven universities (8 percent) indicated that they were functioning members of the University Council of Educational Administration (UCEA). One university related that it was affiliated with the Congress of School Administrators "largely as a result of a lack of any affinity with this state's Educational Association."

In addition to these cooperative efforts, 13 colleges and universities (15 percent) have some form of reciprocal arrangement with other schools to either offer joint coursework occasionally or to accept the credits of a transfer student from a nearby university with no loss in the candidate's graduate standing. Such an arrangement generally existed where two schools lay in close geographical proximity to each other. One university official indicated that his school and another college cooperated through the supervision of each others interns.

Finally, one university had joined with three other colleges and universities in the state under a Ford Foundation grant to cooperatively develop an inter-university internship program in educational administration. While each school has had an internship program for a number of years, this represented the first effort to combine resources and resource personnel in a single program thrust. The official interviewed doubted, however, whether such an effort would have been made had it not been for the special grant that was received to support the program.

Changes Being Comtemplated in College or University Preparation Programs

In this particular topic many of the college and university officials interviewed gave more than a single response. As a result, a total of 113 specific responses were recorded and all percentages indicated are based upon this figure rather than upon the 87 total respondents.

Twenty-seven responses (24 percent) indicated that no new changes were being contemplated in their present elementary administration program. While it is extremely difficult to generalize the exact meaning of this response, two possible reasons were often implied: 1) there was general satisfaction with the existing training program and therefore no change was seen as being needed; or 2) any

changes which might be considered were dependent upon some type of additional faculty or increased financial assistance, making any or all possible changes unlikely at the time of the interview.

Beyond these two primary reasons for choosing to maintain the existing preparatory program, one university official indicated hesitancy to change until major philosophical issues regarding the principalship had been resolved:

> Presently there is an issue in this state over whether we want principals to be instructional leaders or plant managers. When this decision is finally determined, then certainly there will have to be major changes in our present pre-service program.

In addition to these aforementioned responses, 17 school representatives (15 percent) suggested that changes were being considered in their existing programs, but that such changes were still being discussed in committee meetings or by faculty members in informal discussions. The fact that possible changes were "still in the talk stages" denied any opportunity to identify what changes in elementary administrative training might occur at these colleges and universities. One official stated, "I don't know what the changes will be. There is a new administration in our school and this seems to suggest that new changes will occur, however."

Eight college and university officials (7 percent) suggested that their existing training programs were designed on an individual basis for each candidate. As a result of this inherent flexibility, changes within each of these programs seemed to occur continuously, although, as one representative mentioned, "the over-all focus of the program does not change measurably."

Of those college and/or university officials which indicated that more specific changes were being contemplated in their elementary administration training programs, a total of nine responses (8 percent) suggested that such changes would take the form of an inclusion of new courses or modified courses into their programs.

> We plan to convert more of our courses into a learning-systems approach, perhaps utilizing the university's computer terminal facilities to actually simulate an entire school district. Using such a simulated district, our candidates will be able to work out all sorts of administrative problems.

A second university faculty member provided a rough draft of a new class which is to be incorporated into the existing program:

> Education 562. <u>The Principalship</u>: this course includes topics on the social forces influencing

> the administration of the elementary schools, the administrative roles and functions of the principal, policy formation through the group process, the relationship of the chief school administrator to building principal, the guidance program, staff selection and orientation, evaluation, supervision, and improvement of instruction, problems of faculty motivation and morale. In addition, several books will be required and special projects will be assigned.

Clearly, the proposed content of this single course is as extensive as the entire content of many university training programs. The feasibility of such an omnibus course may, perhaps, be subject to question.

A total of 14 college and university officials (12 percent) suggested the development of new common cores of coursework which will be incorporated into the existing pre-service program. Seven of these representatives indicated that their schools planned to develop an interdisciplinary approach to public school administration through the addition of coursework in the social science area, e.g., sociology, anthropology, political science, and economics.

The remaining seven administrative officials (6 percent) planned the revision of their existing programs to include a behavioral science core of classes and group sensitivity training practicums within the foundations area. This would be done to better insure that behavioral changes would occur in the candidates which came through such programs.

Six college and university officials (5 percent) indicated an intention of developing or adding a variety of simulation experiences "thereby providing a curriculum which is more oriented to problem-solving rather than so totally theoretical." This opinion was expressed by an official who stated:

> Our program has recently undergone some major revisions. Presently we are more concerned with making variations in our presentational techniques rather than making further changes in the actual nature of the program. We plan to use far more simulation and 'in-basket' materials than we have in the past.

The development of particular research competencies among graduates as an integral portion and proposed objective of the training program in elementary administration was a concern expressed by six college and university representatives (5 percent). One college official expressed a reversed trend when he commented, "We are not now a research-oriented institution. We function more to help candidates become practitioners."

Four college and university administrators indicated that they intended to add an internship and/or field experience to their existing curricula for elementary school administrators. Two other officials stated that their schools were discussing the feasibility of extending an existing internship training experience. One such representative mentioned that this was essential "to increase the relevancy" of the present program.

A total of five college and university representatives (4 percent) mentioned that any contemplated changes in their existing training program would undoubtedly occur in the general area of selection, screening, and retention of the candidates for elementary administration. One college representative commented:

> This program will undoubtedly undergo a great transition in the next several years. Emphasis will be placed upon getting more rigor into the training while, at the same time, trying to advance to candidacy only the most qualified individuals.

Such emphasis upon screening and retention was also described by a second university representative:

> We are discussing the possibility of renovating our screening procedures. We plan to use the Graduate Record Examination exclusively; throwing out the Ohio State Psychological Examination and the Minnesota Multi-Phasic. We are also raising our grade point average requirements for admission to a 3.00 from a 2.50. Every candidate will be admitted on a provisional basis dependent upon his competencies in writing, oral expression, field work, and a research project.

In this general area of candidate screening, an additional comment was given by a college administrator:

> Crowded conditions within this Department make it necessary to reduce the actual number of candidates we will accept into our training program. It is perhaps unfortunate that this is the case, but until our facilities are improved, we will have to be more stringent in our screening procedures.

A plan to drop some specific coursework from the current administrative training program was mentioned by four school representatives (4 percent). The specific courses mentioned were: 1) courses in the reading methods area; 2) Philosophy of Education; and 3) courses designed to meet the university's foreign language requirement.

Four college and university representatives (4 percent) indicated that they would change their existing training program by making

the elementary administrative preparatory program more autonomous through the development of an Educational Specialist degree program. Three school officials (3 percent) suggested a future focus in the area of general administrative programming. One of these representatives mentioned:

> We are trying to get away from the notion that a person can be prepared to be an educational specialist rather than an administrative generalist. One of the major problems in elementary administration is our false assumption that a principal must be an expert in all areas; we don't need general experts, we need expert generalists.

Two university officials (2 percent) mentioned the need for reducing the number of elementary administration candidates admitted into the university's training program. Inadequate facilities and inadequate numbers of instructional staff were the reasons given for these decisions. Two additional college representatives suggested that their respective schools were contemplating the relaxation of their present admissions procedures so that it would become possible to admit younger and "more energetic" candidates into their training programs.

Of the remaining five responses, three university and college representatives stated that any future changes would hopefully occur in a general effort to improve the coordination between their existing masters degree program and the doctoral program. One college official stated that their future pre-service program would include smaller seminar classes and greater amounts of independent study time. The last respondent suggested the introduction of formalized follow-up procedures for all of their elementary administration graduates.

Principal's Perceptions of their College and/or University Training

What factors within existing pre-service training programs for elementary school administration are regarded as important by practicing elementary school principals? Do principals in different geographical settings, e.g., metropolitan centers, rural communities, feel differently toward the significance of standard experiences or standard course offerings incorporated within training programs? Are there experiences which principals generally feel should be necessary prior to becoming an elementary school principal?

While all these questions could not be directly asked in the course of this study, principals were asked to comment on the relevancy of their own college and/or university pre-service training in relationship to their actual principalship. Concurrently, these same principals were asked to make recommendations regarding changes

which they felt would result in improvements in the nature of college or university training for the elementary school principal.

Based upon a total number of 253 responses, principals in this study indicated that the following experiences were significant to the elementary school principalship (see Table IV-1)

Table IV-1

Significant Training Experiences
as Viewed by Principals

Experience	Frequency of Response by Category of Principal						Total Responses	Percentage
	1	2	3	4	5	6		
Internship	19	23	17	16	17	23	115	45
Vice or Assistant Principal	5	6	1	1	1	3	17	7
Apprentice-on-job	2	6	6	7	6	0	27	11
In-service	1	2	0	2	4	4	13	5
Teaching Experience	6	8	3	3	3	5	28	11
Elementary Teaching Experience	4	9	6	4	6	5	34	13
Degree	2	3	0	0	3	2	10	4
Workshops	0	0	0	4	0	0	4	2
Case Study	0	1	0	2	2	0	5	2
Totals	39	58	33	39	42	42	253	100

Based on these principals' responses, two things seem clear: (1) there was little distinction between how the respondents responded and the category of principal, and (2) principals were clearly in favor of actual involvement in a school setting as a significant portion of their principalship training. One principal's comment that his training was "loaded with theory and theoretical administrative models" was frequently supported by other principals. The need for more involvement in some type of internship training program was regarded by practicing principals as an important alternative to the preponderance of theory in present pre-service training programs.

Principals who did indicate that the internship experience would add measurably to the relevance of any administrative training program gave very little indication as to how such a program should be financed or administered. Similarly, no principal indicated the optimum length of an internship experience. Aside from this, principals frequently indicated that the internship program should be conducted in an innovative elementary school under the supervision of a qualified and successful elementary school principal.

Of the 62 elementary school principals who indicated that prior teaching experience was important, 34 principals specifically stated that this teaching experience be on the elementary school level. The remaining 28 respondents made no indication as to the level of any prior teaching. A majority of the principals, however, did indicate that five years of successful teaching prior to the principalship should be a prerequisite to entry into an administrative pre-service program. Additionally, principals frequently mentioned the importance of teaching experience on more than one grade level before assuming the role of the elementary school principalship.

By clustering individual college and/or university courses into general course categories, the principals interviewed were able to identify generalized course areas as being significant or important for the training of an elementary school principal (see Table IV-2).

The fact that elementary school principals identified courses in the general area of interpersonal relations was not only substantiated in this portion of the study, but was also reaffirmed by additional comments made by these same principals regarding factors of personal weakness.

A total of 123 responses were made by practicing elementary school principals indicating that interpersonal relations characteristics, e.g., inflexibility, lack of empathy, autocratic-behavior, were areas of personal weakness. Other characteristics mentioned by principals were: age (older), messiness, frustration, thin skin, temper, apathy (after repeated failures), anxiety, and procrastination.

Judging from the comments made by principals regarding areas of personal weakness, it appears that principals are very concerned about their personal characteristics and the way those characteristics hamper them professionally. Principals appeared to visualize a "golden mean" regarding certain personality variables, and many of them saw themselves as falling significantly above or below that mean--far enough above or below that there was a feeling that these weaknesses were disruptive to their effectiveness as a principal.

To the extent that the social sciences can help a healthy human being to function, the factors identified by elementary school principals coupled with the indication that courses in the general area of interpersonal relations should be incorporated into pre-service programming, should be of importance to those responsible for the training of elementary school principals.

Table IV-2

Significant Course Work
as Viewed by Principals

Course Training In:	Frequency of Response by Category of Principal						Total Responses	Percentage
	1	2	3	4	5	6		
Child Growth and Development	0	4	2	0	1	1	8	3
Psychology (learning)	2	2	3	2	0	5	14	5
Guidance & Counseling	2	1	2	3	1	2	11	4
Interpersonal Relations	10	8	15	9	4	4	50	19
General School Administration	1	9	10	6	7	6	39	14
Elementary School Administration	0	1	1	1	0	2	5	2
Administrative Field Experience--Practicum	2	2	0	3	3	4	14	5
Organization & Management	6	2	1	2	2	1	14	5
Public Relations & Community Relations	5	4	6	5	5	5	30	11
Curriculum	4	6	2	4	6	7	29	11
Supervision & Evaluation	2	7	4	3	5	4	25	9
Sociology	3	0	1	0	2	1	7	3
Communication	1	2	0	0	0	0	3	1
A Subject Area	0	5	1	0	1	1	8	3
Subject Reading	0	1	3	0	1	0	5	2
Negotiations	0	1	1	1	1	4	8	3
Totals	38	55	52	39	39	47	270	100

While coursework in the areas of general school administration, public and/or community relations, curriculum, and supervision and evaluation of classroom instruction were mentioned consistently as being important phases of college and university pre-service and in-service programming, practicing elementary school principals concluded their comments by voicing the concern that college and university instructors be people who have had prior experience in the areas in which they are teaching and that the professor or instructor be current in the context of the material being presented.

A number of principals indicated that whenever possible, practicing principals be called in to teach college and university courses normally taught by professors, thereby freeing college and university instructors on a part-time basis to do actual work in the elementary school.

Chapter V

PROBLEMS THE ELEMENTARY SCHOOL PRINCIPAL WILL FACE WITHIN THE NEXT TEN YEARS

The Perceptions of Elementary School Principals

Community Influences and Pupil Personnel

The majority of all elementary school principals interviewed in this study foresee social changes within the next ten years which will greatly affect the role of the elementary school in society and the role of the elementary principal in the educational system. These social changes are judged to be the initial causes of future problems, regardless of where the school is located, from urban inner core areas to thinly populated rural areas. The nature of these social changes, however, depends upon the size and location of the elementary school.

Population growth, changes in the socio-economic level of the community served by the school district, and the effects of these changes on the school were most frequently mentioned as future areas of concern. Urban renewal and industrial growth are given as reasons for some of the expected changes in the socio-economic makeup of the community.

> In this district there will be a shift in population because of the urban renewal. This building may not even be here at the end of this period. If the population stays there will be a need for additional space to house the students. They will need more experienced teachers in working with the disadvantaged child, and the teachers must be recognized so they will have tenure in this district. There will be a need for improved attitude on the part of parents to encourage children to learn.

> If an aluminum plant goes in, a thousand people will be employed and these people will be of an unskilled nature. I see these people as low aspiration people and children from these homes will also reflect these low aspiration levels. We will have a real job to integrate these people into the community and the school.

The increasing popularity of apartment living and the continued movement of population from the cities toward suburban areas are seen as causes of future growth in the population of some school districts. In some areas, district populations are becoming more and more unstable.

> The town is turning over completely. There is a migration of people. The largest school district is becoming the smallest in terms of numbers of students and the smallest is becoming the largest. There is little change in the total population in (our city), but there is a large shift of population from one side of the town to the other.

In rural areas, however, district populations are generally considered stable or decreasing, and the principals of these districts predict that many such districts would be forced to consolidate in the future for lack of enrollment. Principals of the larger districts with increasing enrollments expect, or at least hope for, future district reorganization that would redistribute the population.

In the South and in other portions of the country where separate schools have long been maintained for minority groups, the forced integration of public schools by the Federal government is seen as the major problem to be dealt with in the near future. Elementary school principals expect to have difficulty in simultaneously meeting all the needs of children from differing social classes and foresee problems in getting their teaching staffs and the community to accept an integrated school system.

> I see integration immediately by the tenth of April because this must be done...the state has been told by the courts to integrate their schools. So a tremendous public relations job has to be done here to sell the people and the teachers that this is something that is going to be done and will be done and how it must be done.

> There will be a change in the clientele of the district from one of a moderate middle class to a low socio-economic area with resulting racial problems and poverty cases. Another problem probably resulting from this will be increased parallel apathy toward the performance of students attending this school. More specifically, I also see potential racial problems in the school district here.

> There needs to be more of a desire on the part of teachers to give warmth to the children, especially to the disadvantaged. They must be able to forget about skin color. They must be able to ignore socio-economic backgrounds in the future.

In those areas where principals expect to see a downward shift in the socio-economic make-up of their communities, the schools are foreseen as having to assume more parental responsibilities in the emotional and moral development of elementary school children.

> Working mothers will increase our responsibilities. Children are left alone more at home and also many homes are breaking up through divorces. This creates more emotional problems among our children. We will have to deal with these problems in the future.

Many of the principals who stated a concern for the growing numbers of disadvantaged children in their districts foresee the introduction of broader community welfare programs within the school system in the form of school health care centers, school meal programs, and the like. One principal, for example, predicted a new role for the school in the War on Poverty.

> Schools are going to have to do more to overcome poverty in our society. In order to do this, we must keep the student longer and more resources are needed to accomplish this task. If we could put all the money that is being spent to overcome poverty in our society into the public school, then a lot could be done. I have considered that we could even board children in the school situation for five days, and then send the children home on week-ends. Parents could be involved in helping within the school setting. We shouldn't give the money to the parents as we are presently doing in the War on Poverty as this money is just being wasted. The school should be the retraining center of society. I believe that we could solve the poverty problem within twenty years if we could utilize the school as the center to conduct this War on Poverty.

Regardless of the nature of the population of their districts, however, elementary school principals predict an expansion of the role of the elementary school within the next ten years. The school will not only have to deal with the special emotional problems of individual children and the unique problems of the culturally and economically disadvantaged, but it will also have to assume a greater role in the moral and social development of all children.

> In a sense the schools must act as a replacement for the church and the family, especially in the realm of moral values, and in the transmission of the cultural heritage. Neither the home nor the church are doing an adequate job...the child's moral will power needs to be developed to a greater degree.

> The schools are going to have to devote a greater portion of their time to the social growth of the student, as recent problems (such as glue-sniffing) have shown. Students must be taught respect in the school and appropriate conduct in the society. The

> school will be the agency that will assume this task.
>
> The school is taking on more of the role of the parent--the parents are expecting the school to do more of their tasks, such as moral training.

One reason these principals are so convinced that a change will take place in the social responsibilities of the school is that parents and the general public are demanding this of the schools more and more strongly. Greater community involvement in the education of children is expected in the future, involvement that is classified by some of the principals as intrusion or interference with the educational process.

> Militant groups. We have many groups that are detrimental to the development of our school program. Such groups as CORE, SOUL, SCHOOLS, Panther groups and so on are detrimental to our program. These groups are very emotional and do not operate on the basis of logic or information. At the present time, we are not equipped to handle these groups; we just do not know how to deal with them.
>
> I think that the influence of individuals among lay persons relative to the school could lead to real difficulty. By these individuals, I am referring to radicals, critics, and so on. I think that their influence has grown. Speakers come in and tell us what a lousy job we are doing, and so on. I don't feel that I'm doing a lousy job in this district.
>
> One of the problems that will be confronted in the near future will be the involvement of more parents in the school. The school has had a group of active parents. I think it will be necessary for the school to control more of this problem in the future.
>
> The role of the parent will increase in the elementary school program; it will become necessary to involve parents to a greater extent in our elementary curriculum and to provide them with a greater understanding of our objectives.

Elementary school principals seem most conscious of the problems which will be created by the mobility and resulting instability of the national population and the changes which are expected to occur in the socio-economic levels within their own communities. Many foresee severely crowded schools in the near future, and many even now are handicapped by a lack of adequate space. Gaining public support for the construction of new school facilities is seen as

The common concern of elementary principals for curriculum revision and for the new building designs, teaching methods, and staffing patterns needed to facilitate this revision is apparent in almost all interviews. This concern has a single focus, the growing need to develop practicable instructional programs suited to the individual needs of great numbers of children. At the base of the elementary school principal's anxiety about burgeoning school enrollments is a fear that, unless the current educational system is changed, the individual child will be neglected. The changes in the nature of elementary education projected by the elementary school principal are, for this reason, characterized by a concern for adaptability or flexibility.

In listing the specific problems they expect to face in elementary education within the next ten years, a significant number of the principals interviewed predicted problems in adapting new instructional programs to their present buildings.

> We need to devise ways of providing flexible scheduling, team teaching, and so on in a building that is inflexible. We must develop a materials center within the building to make materials more available to the teaching staff.

> Within our building we have rigid walls which can't be moved so this makes it extremely difficult to provide a flexible program. It seems that we need to plan around these walls. I believe we must stop placing children in slots where they can't get out. We need to obtain as many resources as possible and concentrate them in the classroom in order to help teachers do a better job.

Many principals foresee the need for more technological aids to teaching. Though they welcome the technological advances that are being made in this area, they are also uncertain of their ability to distinguish between useful teaching aids and educational gimmicks, between time-saving machinery and costly gadgets.

> Programmed learning and teaching machines and programmed instruction will be increasing. There will be more use of the resource materials center. There will be more swing away from the basic textbook approach in reading in conjunction with the use of this new equipment.

> There is a need for keeping up with equipment. We are going into mechanical education. We need more and more devices. I believe that we are going to be using teaching aids such as these with a larger student enrollment.

> Much of the new hardware I don't know anything about as far as using it and how it operates. There are not enough hours in the day to keep up.
>
> One of the problems I see in the future is the need to pick out the best innovations, to select the innovation that will do the job in the school. On occasions, I know what is available, but I do not know how or in what capacity it might be used.

Along with the increased use of technological aids to the teacher, the elementary principal also foresees a change in staffing patterns that would involve more extensive use of para-professionals and educational specialists.

> We'll have more pupils, teachers, and para-professionals in the schools, perhaps one teacher to 40 kids and an aide. We must find other methods of staffing classrooms with the increase in salaries and additional pressures on taxpayers. We'll be using more machines and programmed materials.
>
> There will be an increase in the use of volunteer aides--more people helping teachers in and out of the building. There are also going to be more paid teacher aides.
>
> Obtaining and keeping highly qualified teachers is going to be a problem. We must make more effective use of our competent teachers; there will be fewer teachers for our youngsters in ratio but possibly there will be more specialized help. I foresee the utilization of new educational innovations and more specialization of the teacher.

On the whole, the elementary school principals interviewed are convinced of the inadequacy of the present educational system to deal with increasing numbers of children and are conscious of the pressing need to "individualize instruction" by introducing drastic changes into the system. As they become more aware of the need for change, however, elementary school principals are also becoming aware of the necessity to convince parents and the community as a whole of the need for change as well. While some principals openly resent the intervention of parents in the education of their children, others recognize in this "intervention" the parents' fundamental concern for the education of their children. More community involvement in the educational process is expected and, in most cases, is welcomed by the elementary school principal. The principal sees in this increased community involvement in the school the opportunity to explain the objectives of his school program and to justify the changes that will have to be made.

The greatest obstacle; the attitude of many principals is generally that of "we are going to need larger and more up-to-date facilities soon, but it's not going to be easy to convince the public of that necessity."

Instructional Program

Increases in school enrollments are expected to cause more problems, however, than merely the need for more space. Principals are more worried about how to provide each of these many children with the kind of individual attention he will need than they are about where to find him a place to sit. In order to accomplish this task, elementary school principals are convinced that the traditional aspects of elementary instruction will have to be drastically changed.

> The present educational system is an albatross and it drags everything down with it. There is a need for total educational revision and curriculum change. There must be a deletion of certain portions of the curriculum to make learning more relevant. There has to be greater use of instructional teams accountable to a group of children wherein a master teacher, teacher aides and counselors work together toward individualizing instruction. There needs to be new buildings with larger open spaces and greater flexibility.

> The problems that will be faced in this elementary school within the next ten years will be a need for greater adaptability and a change on the part of teachers and parents. There will be additional training of all staff in order to satisfy the demands of the program offered in the school. I will be confronted with the growth of the students as influenced by allied materials and agencies, for example, television. The local tax structure will have to be changed or adjusted to fill the needs and demands of the school. There will be additional members of the staff and new positions will be created such as counselors and librarians.

> Changes will be noted in this school in the areas of individual instruction and better use of the hardware that is available. There must also be the use of teacher aides and increased utilization of this facility. We are going to have to have paid para-professionals to help teachers with non-professional duties. And lastly, there will be an expansion of the guidance services; instead of the use of visiting counselors, counselors will be assigned to the elementary schools permanently.

We are professionally trained educators and if we allow parents to dictate to us changes in programs and curriculum at their whim, we are in trouble. I believe that as professional educators we must tell parents that we are professionally trained and that we make educational decisions as far as program and curriculum is concerned. We are here to do everything we can to help their children learn.

We must become more competent in evaluating how effectively we are doing what we are doing. The public needs and wants to know how effective our program is for their children. They are questioning what we do and why we are doing it. We need to make decisions on the basis of facts rather than a subjective-type judgment.

The principal of the future will have to be more of a public relations man. He must be community-oriented. He must be very careful in the selection of his staff so that they will satisfy the needs of the school and the community. There will be a movement afoot for more community involvement and the need to bring the community into the school.

Administrative Leadership and Organizational Texture

The elementary principal's ability to effect change in his school is severely limited by several factors. To bring about the changes that are needed, the principal needs a staff of competent teachers who are trained in the new teaching techniques and who are familiar with the new materials and equipment being introduced into the elementary schools. A number of principals, however, indicate that such an ideal staff is difficult to find.

> What use do we make of glamour hardware? This we must determine. Teachers must be trained more effectively in how to utilize new equipment and materials. This raises the question as to how much preparation is needed for the teacher in order to be effective in using the new materials. Teachers are having trouble with what they are already doing. They also have very little time to spend in in-service training.
>
> Teacher employment will still be a big concern. New teachers are just not getting what they need to do a good job when they get into our classrooms. Colleges must examine their training programs and evaluate what their products are like.

> There needs to be a constant training of teachers to enter this program. This really can't be done on the college level. The teacher must be more diagnostic than he is when he leaves college, and the principal therefore must train teachers to become more diagnostic about learning levels, learning styles, levels of independence; and the teacher then must learn to follow a diagnosis and develop almost a separate program for each child.
>
> In-service programs for principals and teachers must change. They are too vague and not specifically helpful. There is no way to evaluate the effect of these programs. Most of it is busy work.

In addition to their expression of the need for better trained teachers with a more flexible attitude toward teaching, many of the principals interviewed expressed a concern for the growing militancy on the part of the teaching profession. They are uncertain of the effects the teachers' unions will have on the education profession and feel that such militancy threatens their effectiveness as principals.

> Teachers are changing and getting less professional it seems to me. The higher the salaries go, the more of this nonprofessionalism we're going to see. The idea of teaching because you love it is on its way out. There seems to be more concern about how many hours we have to spend on the job, how many days vacation we get every year, and how many home visitations we need to make. There is much more militancy today than ever before.
>
> I'm afraid we will go as so many other things have gone. I'm afraid we will lack discipline in our own ranks. The chain of command has broken down. People just don't tend to recognize the chain of command anymore. For instance, instead of going to their principal and their superintendent, the teachers will just pick up the phone and call the board member directly when they have a concern. I believe there is a lack of respect, and correspondingly, a lack of the discipline that goes along with it. I believe in freedom, but there should be some respect with freedom.
>
> Increasing teacher militancy is starting to cleave the profession and it worries me. Some elementary principals are not unhappy about militancy. We've lost out...we have been second dog to secondary education for a long time. You can "sic teachers on the school board" and accomplish what you couldn't do yourself. There are some areas that we as principals

> can yield to teachers such as hours of teaching, non-professional help and so on. I hate to yield the curriculum decisions, the budget decisions, and so on.

Many of the principals who are concerned about the trend toward teacher militancy admit that they feel insecure in their roles as principals, but some are more optimistic about the future relationship of the principal with his teaching staff.

> We must emphasize the humanitarian aspect of education and hope that such an emphasis will in some way counteract the impetus moving in the direction of negotiations. With our state education association now involved, we must help keep our teachers from being carried away with militancy.
>
> In-service training is the answer! Principals will have to team up and we are going to have to work together. I think that the university in this state can do that. I believe the professional negotiations need not become a problem, that the administrator will have the teacher's share in decision-making and take the responsibility for their actions.
>
> There have been fundamental changes in the organizational climate, the atmosphere, and the role of the teachers in the school. There is more sharing of the problems in the school and more working as a group, more acceptance of the teacher's role in the decision-making process.

While such optimism is apparent in the attitudes of some principals toward teacher militancy, it is not, by any means, the general characteristic of the principals' feelings about what the nature of their roles will be in ten years. Apprehension and uncertainty pervade their predictions of what the future holds for the elementary school principal. While all principals predict that drastic changes will occur in the nature of the elementary school and in the role of the school in society, there is little consensus of opinion as to exactly what effects these changes will have upon the role of the elementary school principal. The changes currently taking place in elementary education have in many cases created frustrating burdens for the elementary principal, and this situation has convinced the principal that in order to preserve his effectiveness, his future role will have to be more clearly defined than it is at present.

> Elementary education is in a tremendous state of change and flux. Therefore, you can't really see through the flux and it is difficult to determine what changes the elementary principal will face in the next ten years. However, one of the things that

must definitely occur in the next ten years is that principals must better define their roles in the future and the elementary school in toto must better design its role in the future...we were providing minimal guidelines, but we must decide what it is we will teach.

The role of the principal will change. He will have to move more into a specialist in administration of the school and the administration of governmental programs, or he must become a specialist in supervision and be more involved in curriculum development and improvement. It is possible that as we get the specialists as teachers who are operating the teaching centers within our building, then they would take over some of the responsibilities the principal now has. I am really not sure what the role of the principal is. I know what the situation forces the principal to be, but maybe he shouldn't be that. We need a specialist's background in management. We also need a specialist's preparation in the implementation of programs. I don't think the principal can be both.

Many of the principals interviewed feel that more and more is being expected of them as changes occur in elementary instruction and as the general nature of elementary education becomes more complex. Convinced that his responsibilities will continue to increase and become more varied, the elementary school principal is troubled and frustrated by a feeling that the authority and ultimate effectiveness of his position is dwindling.

The elementary school principal must become able to assist teachers in adjusting to a more flexible curriculum in the elementary schools. He must assume the increased responsibility of working more closely with the community in helping them gain more understanding of the school. But there is a lack of recognition of his office, and he is not given enough authority. The elementary principal is becoming the bastard child of education.

We must face the problem of either an elementary or primary complex. We the principals may be completely eliminated. In a primary complex, there may well be an administrator over the entire complex and this person may not be necessarily an elementary school principal. I feel that in the next ten years, the elementary principal as a title may be entirely phased out. Management, rather than instructional leadership, may well be the new role of the elementary principal. It would be an executive job, like "vice president of so-and-so industry."

A great number of the principals believe that the elementary school principal's role and his responsibilities in the future will be determined by the outcome of negotiations between teachers and school administrators.

> The role of the teachers' union will have tremendous effects upon the school. The role of the principal will become more highly structured and I will have to consult teacher union representatives rather than the teachers directly. For example, if a teacher has a grievance against the principal in a decision which he had made, during a conference, she may bring a union representative with her. This requires a drastic change in operating procedures on the part of the principal. It seems that the principalship is becoming more of a pivotal position, and by that I mean, this position has pressures from all sides, from the community, from the board, from the teachers, and from the students; and I find myself in the middle.

> The teacher-principal role is one of equality here. Teachers will eventually deal with the board directly and I feel that as a principal, I will be in less of a bargaining position than the teachers. The role of the administrator has shifted to public relations, coordination of teacher efforts, planning with teachers and boards, and so on. He is recognized as a leader. In a sense, someone must be responsible and that is the principal. I don't think that the elementary principal will become less important.

> Negotiations are going to cause the elementary school principal some problems in deciding what his role is, and he's probably going to have to develop that role for himself. He wants to stay affiliated with teachers and I feel that that's where the principal should be too. I really fail to see how he can function well in close contact with the teachers if he is kept segregated from them.

> In ten years the role of the principal will be one of supervisor, much as that now used in the foreman-employee relationship due to the influence of unions and professional organizations.

> The principal will become a non-entity in the near future. I believe the teachers will take over the educational function the principal used to have. A business manager will take over the management function of the school. This then will create a situation where we will have differentiated functions for school personnel.

It is apparent from the comments above that elementary school principals are uncertain of what the outcome of the teacher-administrator negotiations will be; they are unsure of what the primary responsibilities of the principal will be in ten years. Most would prefer to remain an instructional leader in their schools and would prefer not to be delegated managerial responsibilities. Many indicate that the managerial responsibilities they now have are growing more and more burdensome and prevent them from effectively meeting their responsibilities as instructional leaders in the school and as communication links between the school and their communities.

While most of the elementary school principals interviewed in this study foresee a great many changes taking place in elementary education within the next ten years, many are worried about whether they are adequately prepared to cope with these changes. Many recognize in themselves a tendency to resist change and some reveal a lack of self-confidence in their ability to make decisions related to instructional innovations.

> The elementary principal of the future must be up on the new ideas in education. I realize that I am cautious to new ideas and would like to know if they will work before I put them into operation.
>
> We're going to have to make ourselves available to some of the new ideas, speaking now particularly of the elementary principal himself. We must travel more and see more. We just don't go away and see other programs. We haven't kept ourselves informed about new ideas.
>
> The elementary principal is going to have to be capable of acclimating to changing conditions. Such things as team teaching, large classrooms in the same area, new changes in teaching equipment and so on will be increasing. It is going to take a good man to keep up.
>
> It is difficult for the principal to keep informed and to know how to bring about change. Part of the problem may be our own laziness, lack of knowledge. Maybe we don't create the right climate for change. Maybe we don't know how to work well with teachers.
>
> As a principal we are going to have to change ourselves. We need to learn new concepts and overcome old biases. For example, I have learned that we don't need certified teachers for all teaching jobs. Some non-certified teachers are very effective.

Some principals say they merely need more time to keep informed of the new ideas in education; they would like to be relieved of some of the responsibilities they now have in order to do this. Others

feel the need for more formal training that would help them learn more about how to meet the increasing demands of their position.

> Relating to the state department, I need to establish rapport with this group by visiting them. I think I should contact them. We haven't expanded our use of the state department as they have expanded their resources...with the continuing changes in curricular and fundamental concepts, it is going to take at least 20 years to train teachers in these new ideas. The educational lag is a real problem. That also applies to administrators; maybe we can be retrained.
>
> The principals must be better trained. They must learn how to handle social change, maintain good community relations. I must get additional training, but if I go back to school, I have to take a cut in salary. Presently, I am paid for 11 months; if I go to school, I am cut a month.

Many elementary school principals do not feel confident of their ability to cope with the many problems they expect to encounter as the nature of elementary education changes in the next ten years. They feel overworked, and their responsibilities are becoming more and more varied. They expect to be forced to assume even greater responsibilities in the future, but fear that they will be deprived of the authority to fulfill these responsibilities. They are uncertain of their future and feel there is a critical need to define more clearly the increasingly ambiguous role and responsibilities of the elementary school principal.

The Perceptions of College and University Officials

Representatives of 87 colleges and universities that offered preservice preparation programs for elementary school principals were also asked to state what problems they believed the elementary school principal would have to face within the next ten years. The following summary of their responses may enlarge the perspective of the future of the elementary school principal as seen by the principals themselves. Their responses have been categorized according to the categorization scheme given in Chapter I.

Community Influences

While college and university representatives generally feel that one of the major problems facing the elementary school principal in the

future will revolve around the issue of federal and state involvement in school desegregation, no college or university official mentioned this general administrative area in predicting the future roles of the elementary school principal.

Rather, the greatest concern of college and university administrators in the area of community influences focuses upon the future role of the elementary school principal as a public relations facilitator or public relations expert. One such university representative stressed:

> The principal must understand that building community relationships is going to become a bigger portion of his job. He will have to become a good human relations man himself. Parent involvement with school matters is here to stay and the principal is going to have to learn to accept it and cope with it.

A second college official suggested the possibility of "salesmanship" being an integral part of the future responsibilities of the principal:

> The principal's role will become one of a public relations expert who must sell his program to communities and to patrons so that he can increase the possible financial assistance afforded his school and the general school district.

One college administrator seemed more concerned over the future principal's ability to measure the needs of the school's students as a result of the principal's activity in the community:

> The principal must become more aware of the socio-economic problems of the community in which he is involved and particularly aware of the cultural peculiarities of the local school setting so that he can adjust his instructional program accordingly.

Pupil Personnel

The general category of pupil personnel received the least attention by college and university officials. Only six respondents (7 percent) mentioned this area as a future concern. One college representative stated:

> Principals generally have no ability at all in actually utilizing students in any constructive way in the development of instructional programs, guidance services, or extra-curricular activities.

A second official suggested that principals "must become much more of a service to the children within their school." The entire

elementary school curriculum must be made more flexible, and the principal of the future "must surely become a more effective communicator, particularly a communicator of student progress."

Instructional Program

College and university representatives have a major concern for the future role of the principal in the instructional area. The responses of college and university officials are the most diverse and are often contradictory in this area.

Some responses implied that the primary responsibility of the future elementary school principal would be staff coordination.

> The principal of the future will be much less responsible for the evaluation of instructional staff but will have to focus more upon the facilitation and coordination of staff. Principals must learn to identify the needs of teachers in order to provide more relevant in-service activities aimed at promoting teacher growth and effectiveness.

> If the principal in the past has not shown concern for the instructional area, he must become more concerned and competent in helping the staff improve their instructional effectiveness. If he can't do this job, he must bring in more resource persons who can assist him to become more effective in this area.

One college respondent disagreed and suggested that the future role of the elementary school principal would focus more on the school management and less on instructional supervision. A total of five school officials (6 percent) agreed with this opinion.

Foreseeing a broadening influence of the greater numbers of qualified teachers who will enter elementary schools in the future, a university representative stated:

> As more qualified teachers become available, the elementary school principal will be forced to develop more dynamic instructional programs using more imaginative staffing patterns. At the present, he is neither accomplishing this, nor for the most part, even capable of accomplishing this.

Of the remaining responses in this category, four college and university representatives stressed that the elementary school principal must become more adept in "the whole area of program evaluation." Two of these officials indicated that this was an area where university pre-service programs were traditionally weak and that the weakness of many principals in this area reflected their poor training.

A total of 13 college and university respondents (15 percent) indicated that principals must become more aware of the new methods and techniques of teaching which have permeated elementary education. One university representative concluded that while this was important, it was far more important that principals be able to recognize potentially useful or successful teaching techniques and methods. Such techniques "must fit the staff, the building, and the students."

Administrative Leadership

College and university comments in this general categorical area tend to reflect substantial discontent with the roles presently being played by elementary school principals in the United States.

Reacting to the personal values and administrative styles of elementary school principals, several respondents made a series of comments:

> I have a hunch that many administrators entered the field for more money, more status, or because they felt that administration would be less demanding than classroom instruction, and now they are floundering when asked to actually make administrative decisions.

> If the principal ever identifies what his role is going to be, which is almost impossible to identify at this time, there will truly occur a tremendous change in the character of the elementary schools. Until this happens, however, the ambiguity of the entire situation will continue and elementary education will continue to exist largely in a state of flux and apprehension.

> Principals will have to become people with more stature, who are better qualified and a master of their own destiny. They are constantly being bombarded by people who want them to go in many different directions. They must sort out these ideas and pressures, evaluate them, and move in directionswhich they know are educationally sound. They must achieve maturity in their professional judgments.

> School boards are rapidly developing an intolerance for the role of the principal as housekeeper, money-counter, and the person who answers the telephone. The principal will have to become more of a program planner or a systems analyst. He must demonstrate that he is capable of accomplishing positive human understanding.

The overriding concern of the majority of the college and university respondents, perhaps suggested in earlier statements, focuses upon the specific problem of role identification and the potential nature of the elementary school principalship in terms of what role or roles the principal will assume for himself. One college representative stated:

> The principal's role is changing and it will, in large part, be up to him to decide and identify the functions he will serve in the future. At the present time, he is uncomfortable and uncertain what his role really is in the school system.

A second college official advanced this opinion:

> The principal's role will depend to a large extent upon the man. The belief of our faculty is that any problem can be of greater or lesser importance depending upon the courage and ability of the individual principal.

The general need for additional supportive staff to assist the principal was mentioned by 18 college and university representatives (21 percent). These responses were typified by this comment:

> The principal will find an even greater need for supportive specialized staff to help him if he is ever to assume administrative leadership. Such staff could well take over many of the detail roles that the principal now assigns for himself.

Just as the identification of the possible future roles of the elementary school principal appeared confused, so too are college and university statements regarding the nature of the preparation programs which must be developed to help the principal become an effective administrative leader. This confusion is typified in the following statement made by one university official:

> I don't know which way to jump. I think administrators are going to have to be trained and retrained and retrained. We are going to have to bear down heavily on problem solving.

A second college official was less uncertain and indicated that future preparation must assure executive competencies and minimize the role of the teacher.

The responses of 13 college and university officials (15 percent) indicated a possible separation in the future role of the principal, a separation which must be provided for in future pre-service training.

> The principal's future role may well be divided. There may be the creation of a business manager in many districts who would serve up to five or six elementary schools simultaneously. Presently, there are principals who would fit most comfortably into these types of jobs. The other role would be that of an instructional leader, human relations, and communications specialist. Negotiations could actually work to advance such a role division for principals. The principal is going to have to do leadership rather than just talk leadership.

One college official in a state where women dominate in the elementary principalship stated:

> Elementary schools in the past have been headed by women and particularly older women. In the future they will still be headed by older women. There is no reason to be encouraged that this trend will cease.

Finally, two college representatives indicated that principals in the future would have to assume a much more politically active role if they were to have any influence over education or educational change.

Organizational Texture

While several college and university representatives expressed appreciable concern over the relationships of the elementary school principal to the total educational organization, the majority of comments in this category reflect deep concern for the effect teacher negotiations and teacher militancy may have in the future. The impact of negotiations upon the role of the principal seemed subject to question.

> A major question related to the elementary principalship is a simple matter of the likelihood of future existence. Whether the principal's role will exist depends largely upon what happens in the utilization of a 'team-management' concept and on the issue of administrative accountability. If the union movement becomes stronger before the principals grow stronger, the principal could be bargained right out of existence.

A second college official added:

> There is a great likelihood that with the increasing impact of negotiations, the principal's

> position could regress to one of actually being a school building monitor, coordinator, and high-paid paper-shuffler.

A further comment may indicate that the principal has, in some ways, actually promoted negotiations talks which by-pass him:

> The principal's position will be a very precarious one. His lack of response to his teaching staff will undoubtedly force teachers to deal directly on matters affecting school contract negotiations.

One university official, however, did perceive some advantage to the present state of teacher militancy and negotiations:

> Because of unionization, the principal will become more of a staff officer for the superintendent. The superintendent will need this support because of the insecurities of the superintendency. As a result, the principal will become a greater part of the administrative team.

Eight college and university responses (10 percent) dealt with the role of the elementary school principal in relation to the district central office and central office personnel. One respondent indicated:

> The principal will move closer to the superintendent and will, in the future, be more supportive to the central office position. Such a change in alignment is made necessary because of the loss of status in the role of the elementary school principal among the elementary teaching staff and the need the elementary principal will inevitably feel to become associated with some group.

Regarding the enlargement of many central offices, a second college representative issued this statement:

> Enlargement of the central office has hindered the elementary school principal because now each department is building its own empire rather than working together as an administrative team to solve the problems of the principal in the field.

In addition,

> The central office is often reluctant to move. The principal must utilize his leadership ability and help move the central office staff to do something constructive in the way of providing needed resources.

Only three responses were given regarding the possible influence of school district reorganization upon the future role of the elementary school principal. One such respondent stated:

> District reorganization will undoubtedly occur to a greater extent in this state, giving the elementary school principal greater responsibilities. I don't think he has been meeting the responsibilities of his existing job but he is going to have to consider more thoroughly some problems on which he makes snap judgments today.

One final comment was made by a university official obviously discontented with the nature of elementary administration in his state.

> With the present caliber of elementary school principals in this state, in the future it might be best to simply eliminate the role of the principal. In most cases, he is nothing but a money-counter and a key-keeper. The position could well fail to survive but for the numbers of people who hold these jobs.

Finances and Facilities

Only two college and university respondents foresaw any influence on the future role of the elementary school principal regarding problems of finance and facilities. A response typical of this concern suggested that elementary school principals will have to become more politically active:

> More population growth will complicate these problems, and growth is going to be extremely rapid in the near future. Principals must become more politically active if they wish to get their share of any potential fiscal resources. It is possible that they will have to develop various political groups to accomplish this.

Chapter VI

THE ELEMENTARY SCHOOL PRINCIPALSHIP AND ITS FUTURE CONCLUSIONS AND RECOMMENDATIONS

The focus of this study has been upon the elementary school principals' perceptions of their problems. No one could intelligently administer a school in today's world without recognizing the difficult problems with which they have to contend. Some principals are obviously near the point of helplessness, while other principals have found very successful ways of meeting their responsibilities and provide excellent leadership for their schools. A review of the data presented in this study leads to the conclusion that the causes for the leadership crisis are both public and professional and that the elementary school principals of the country--those who are providing leadership with competence as well as those who are not--are calling for assistance to improve their ability to adapt educational practices to the pressing needs of our times.

Although an analysis of the quality of the schools in which the interviews took place was beyond the range of this study, the interviewers have become increasingly convinced that their observations, impressionistic as they are, are of some professional value.

There was a considerable range of conditions in the elementary schools throughout the country. The outstanding educational institutions were labelled by the interviewers "beacons of brilliance," and the extremely poor schools at the other end of the continuum were garishly called "potholes of pestilence."

In the "beacons of brilliance," the principals were charismatic leaders and they seemed to instill in their teachers the same enthusiasm. The teaching staffs seemed to be working together as teams, and because their morale was high, their services extended far beyond normal expectations. Teachers and principals, along with parents, constantly appraised the effectiveness of the schools, attempting to devise new programs and strategies for overcoming deficiencies. Programs of study were adaptable, and emphasis in the instructional program was to be placed upon children's needs; and principals were confident that they could provide relevant, purposive learning without having to lean on traditional crutches. "Beacons of brilliance" were found in all of the different types of communities studied, but not in sufficient numbers.

The "potholes of pestilence," on the other hand, were the results of weak leadership and official neglect. The buildings were dirty and in disrepair. They were unwholesome environments for learning and child growth. The schools were poorly staffed and poorly equipped. The morale of teachers and pupils was low, and where control was maintained, fear was one of the essential strategies

employed. Instructional programs were traditional, ritualistic, and poorly related to student needs. These schools were characterized by lack of enthusiasm, squalor, and ineffectiveness throughout. The principals were serving out their time and looking forward to relief.

The principals of the "beacons of brilliance" seem to have several characteristics in common:

1. Most of them did not intend to become principals. Most of them indicated that they had intended to teach but that they were encouraged to become principals by their superiors.

2. Most of them expressed a sincere faith in children and their potentialities. They did not criticize children for failing to learn or for having behavioral difficulties. They felt that these were problems which the school was established to correct, and they emphasized their responsibilities as teachers and administrators toward the solution of children's problems.

3. They had an ability to work effectively with people and to secure their cooperation. They were proud of their teachers and accepted them as professionally dedicated and competent people. They inspired confidence and developed enthusiasm. The principals used group processes effectively, listened well to parents, teachers, and pupils, and appeared to have intuitive skill and empathy for their associates.

4. They were aggressive in the pursuit of the means for securing recognition of the needs of their schools. They were frequently critical of the restraints imposed by the central office and of the lack of adequate resources. They found it difficult to live within the constraints of the bureaucracy and frequently violated the chain of command, seeking relief for their problems from whatever sources that were potentially useful.

5. They were enthusiastic as principals and accepted their responsibilities as those of a mission rather than a job. They recognized their role in the allocation of current social problems. The ambiguities which surround them and their work were of less significance than the goals which they felt were so important to achieve. As a result, they found it possible to live with the ambiguities of their position.

6. They were committed to education and could distinguish between long- and short-term educational goals. Consequently, they had fairly well established philosophies of the role of education and their own place within it.

7. They were adaptable. If they discovered something was not working, they could make the necessary shifts and embark with some security upon new paths.

8. They were able strategists. They could identify their objectives and plan means through which they would attempt to achieve them. They expressed concern for the identification of the most appropriate procedures through which change could be secured.

Critical Issues Confronting the Elementary School Principal

The Ambiguous Role of the Principal

Perhaps the most critical problem faced by the elementary school principal today is the general ambiguity of his position in the educational community. There is no viable, systematic, rationale for the elementary school principalship which provides a basis for the determination of expectations for performance and provides criteria through which performance can be measured.

Although most districts have some regulations with which principals are expected to comply, full specifications are rarely in evidence. The principal must depend upon the matters which are discussed with him or for which he feels he may be held accountable to obtain the cues as to what is expected of him.

To a considerable extent the role of the principal is contingent upon what those related to it expect of it. Both the central office and the teachers within a building--and the parents, too, for that matter--can so affect the nature of the position that they can practically force the principal to perform a particular role. Under these circumstances, what the principal wants the role to be, or what he feels it should be, is not a matter of primary importance. Until the functions of the position are more explicity defined, the principal's activities will probably remain dependent upon the often contradictory expectations of the groups or individuals with whom he must deal.

As one reviews the comments of the elementary school principals, one gains the impression that they believe they are generally viewed by their superiors and by citizens of the community as sub-professionals rather than as administrators with full professional status

and prerogatives. Within the texture of the school organization, the status of the elementary school principal probably accounts for many of the practices which principals consider discriminatory against elementary schools in general. Elementary school principals generally are the lowest paid administrative personnel in a school district. They do not have the independence in the operation of their buildings which is accorded to secondary school principals.

Increasingly, the elementary school principal appears to be cut off from involvement in group decision-making which affects the manner in which he can perform his duties and determine the operating patterns within his school. As school districts increase in size, the elementary school principal becomes just one more sub-administrator in the school district. Policies for the allocation of resources, the employment of personnel, and the operating relationships within the district become much more bureaucratic and centralized. The principal feels it is essential that he be given the opportunity to convey the needs of his individual school to the central administration. He is concerned that he has little or no opportunity to participate in district-wide decision-making processes. He deeply resents being thought of as a second-class administrator and attributes much of his frustration as an elementary school administrator to this discriminatory situation.

The elementary school principal is equally uneasy about his relationship to the teaching staff in his building. His former close association with his teachers has been compromised by the growing intensity of teacher militancy and the subsequent contract negotiations between teachers and the school board. The principal must enforce policies decided around the bargaining table, but he frequently has no voice in formulating these policies, nor has he the opportunity to effectually react to the agreements which are reached. He does not know whether he should represent the board or the teachers, and he cannot tell what the consequences will be for his ability to guide the program in his school if he takes either stance. Prior to the advent of the problems caused by teacher militancy and professional negotiations, the elementary school principal felt isolated and confused about his role. The rise of these additional problems has only further complicated his dilemma. Few, if any, useful guidelines for action have thus far materialized to aid the principal in alleviating his confusion.

Principals are typically concerned about the imbalance of managerial and educational responsibilities inherent in their position. The principals recognize that they must perform the managerial or housekeeping chores which are associated with the "headship" of a building, but they are uncertain as to how they might delegate some of those chores to obtain more time for supervision, planning and evaluation. They see their time usurped by trivialities, but if they do not attend to these matters, they may readily be criticized. They cannot fail to see that jobs are performed, but in assuming

these details as their own responsibility, they restrict the time that could be available for the educational aspects of their positions.

The elementary school principal feels imposed upon by the desultory demands of central office personnel; he feels alienated from his teaching staff and unjustly left out of the contract negotiations which determine his obligations to them; and he feels helplessly bogged down with the daily minutiae of maintaining his school. He is uncertain of his position with respect to other district administrative personnel and with respect to the teachers in his school. Regardless of these major handicaps, however, there may be reason to believe that the elementary school principal avoids performing those important duties he knows are expected of him. Principals say they would like to have more time for the supervision of teachers, but many principals admit that they do not have the necessary skills for developing adequate supervisory programs within their buildings. They say they would like to have more time for program planning and evaluation, but they assert that they do not have knowledge or skill for determining how they can involve teachers or how they can get teachers to accept the results.

The Inadequacy of Pre-Service Training Programs for the Elementary School Principal

In colleges and universities, the preparatory programs for the elementary principalship appear to be relics of a past age rather than modern programs which reflect what is known about the current problems of leadership in an institution like the elementary school. Course content seems to emphasize studies "about" education. There is little evidence, except in a few advanced programs, that any real consideration has been given to the experiences which will develop in prospective elementary school principals the knowledges, skills, and critical insights which are needed to assess the consequences of alternative strategies. Internships and field experiences are poorly developed or non-existent in most states. In some instances, preparatory programs do not differentiate between the superintendency, the secondary school or the elementary school principalships, in spite of the fact that roles and functions differ to a considerable extent. Since these programs are based upon the recognition that administrators generally advance through the ranks, a generalized preparation program is provided, and emphasis, poor as it may be, is placed upon the terminal job and functions rather than the steps along the way.

Serious deficiencies also exist in the certification requirements in many states. Some states require no preparation for the elementary school principalship beyond that for teacher certification, while others have requirements which amount substantively to a full year of preparation beyond the master's degree. Although the practice appears to be declining, there are still many instances where a

popular high school coach or teacher has been rewarded with an elementary school principalship in spite of his lack of educational qualifications for the position. Many principals even in states with well-defined certification requirements receive their total preparation after being appointed to their first job. There is evidence also that in states where funds are limited and/or where qualified elementary school principals are in short supply, temporary certificates are liberally granted and little effort is made to enforce minimum requirements for either initial certification or re-certification.

Standards for admission to preparatory programs and for initial certification are diffuse and ill-defined. Many candidates for the elementary school principalship have had no basic preparation or experience in elementary education. Little effort is made to develop screening procedures which will identify those people who have the personal qualifications which are necessary for good educational leadership. Many of those who now become elementary school principals are not aggressive leadership types, and their lack of personal ambition may be a contributing factor in the perpetuation of the leadership crisis in elementary education.

Because of the traditional nature of pre-service programs in elementary school administration, principals tend to view their roles overwhelmingly in old-style managerial terms. Increasingly, however, they see groups defying their identification of goals or desirable procedures, and meet with difficulty in such matters as gaining acceptance for the introduction of innovations in the school, developing a cohesive approach to common problems within the building, developing cooperative relationships among parents and community groups, and obtaining teacher support for evaluative and developmental programs within the schools. Such directive or managerial behavior severely damages the principal's effectiveness as an educational leader and too often results in unresolvable conflicts among administrators, teachers and community groups.

By far, the largest number of problems identified by principals involve their difficulty in establishing and maintaining successful human relationships. Present pre-service programs for elementary school principals place little emphasis on the development of skills related to effective communication and the establishment of productive relationships with the diverse elements of the school and community. Many principals have acquired better understanding of both the communication and group processes since coming onto their jobs. Some have done so vicariously and use techniques with various degrees of skill. Others have been fortunate to participate in in-service preparation programs or advanced graduate work. Few, however, feel entirely comfortable with their present level of skill in this area.

Another critical problem for the principal is that of supervising personnel within his building. An experienced principal is anxious to develop a team effort among his staff and desires new teachers who can be a part of the team and help to extend its effectiveness. Principals feel that they have been inadequately prepared for managing the supervisory and personnel programs within their buildings. They need greater opportunity for mastering the skills of supervision, the techniques of teacher evaluation, the processes of group decision-making, and the technicalities involved in maintaining morale.

The principals' lack of adequate knowledge of the strategies to employ in effecting educational change is a critical factor in the current leadership crisis. The majority of principals are confident of their ability to oversee the routine operation of their buildings, but relatively few have any degree of confidence in their ability to assume a leadership role in instructional improvement. The comments made by the principals in this area suggest that they would prefer to be instructional experts rather than mere building managers, but these same comments indicate that many principals presently lack the skills of an instructional leader.

Many elementary school principals lack the necessary knowledge and skills for guiding planning and evaluation procedures. They are convinced that instructional programs should be designed to meet the diverse needs of the children in their communities but find it extremely difficult to pinpoint the deficiencies of their current programs. Many admit they are not sure of their ability to provide leadership in the development of long-range educational objectives nor can they successfully identify the means by which such objectives could be accomplished. Current educational technology is a source of confusion for many principals who have not had adequate experience or preparation in discerning the potential effectiveness of the many kinds of educational equipment and materials now available. Principals generally feel inadequately prepared to devise schemes for effectively utilizing resources for the purpose of instructional improvement.

These severe deficiencies in the principal's preparation program, coupled with his lack of skill in the area of human relationships, are perhaps the greatest barriers to the effectiveness of the elementary school principal as an instructional leader.

Lack of Support and Shortage of Resources for Elementary Education

Although all schools generally lack sufficient resources to do the jobs demanded of them, the elementary schools are most severely deficient in the resources required to develop and maintain high-quality educational programs. The general public attitude toward elementary education contributes much to this inequity.

At a time when educational needs are great, when new instructional techniques must be tested and evaluated and when time for the planning, evaluation, and development of new programs is essential, the public is restricting its financial allocations to the schools. The public demands improvement, but apparently does not want to pay for it. Typically, the elementary school principal is expected to work miracles in producing change without the opportunity to study his problems and carefully develop the strategies through which improvements can be implemented.

According to the principals, district administrators and state department of education officials exhibit a degree of indifference and/or ignorance of the needs of the elementary school not unlike that displayed by the general public. The needs of the elementary school, they say, are often ignored in favor of the secondary school. The elementary school curriculum is becoming increasingly dominated by considerations of the academic requirements of the high school. Elementary school principals are generally convinced that such an educational program does not constitute a suitable means of meeting the needs of young children.

Principals tended to characterize the central office personnel as "secondary-oriented." They felt that district funds are not as equitably distributed as they might be because the public and the administration alike consider secondary education programs more important than those of the elementary school. Elementary schools, they said, usually get what funds are left over after the public's demands for improvement of the high school program have been satisfied.

These negative or indifferent attitudes have had a serious effect on the ability of the elementary school to provide a high-quality educational program. Elementary schools too often suffer from overcrowded and outmoded buildings which are too inflexible to accommodate innovations in the instructional program. In some schools, supplies and equipment are scarce and teachers must use their ingenuity to implement what materials are available to the best advantage.

The most severe indication of resource shortages, however, is in the allocation of personnel to the elementary schools. Few elementary schools in the sample--and probably throughout the country--have any administrative, supervisory, or resource personnel assigned to them other than the principal. Although some schools have vice-principals, the general rule is that the principal is the sole administrative and resource person in the school. Usually, secretarial assistance is below reasonable standards for the efficient handling the work loads. This situation usually requires the principal to spend a large part of his time on routine clerical and secretarial chores.

Except for a few instances, where specialized personnel are provided to assist with particular types of problems, the elementary schools lack the range of specialists who should be involved in a modern elementary education program. Counselors, social workers, health personnel, special instructional and resource personnel, special education personnel, school psychologists--all were generally lacking.

These personnel and material shortages underlie the principal's resentment in having to spend such a large portion of his time in handling petty details. They produce unwarranted frustrations which make him feel inadequate and ineffective in dealing with parents and teachers.

While the elementary school principal is cognizant of the lack of resources available to him in his own district, he does not seem to be aware of the resources available to him from outside his district. A variety of services is provided by the USOE, by state departments of education, by colleges and universities, and by state elementary school principals associations, but the principal of the elementary school is typically unaware of the potential assistance available to him from these sources. The services provided by these agencies vary greatly in their scope and design and are generally provided independent of the activities of other educational resource agencies.

The adequacy of the services available to elementary school principals is questionable. The principals' own associations do not appear to be geared to give assistance, or to offer the specific kinds of aids which are needed. They provide a social outlet and a feeling of professional identity. Nationally as well as on the state and local levels, the associations tend to deal with generalized problems in their professional activities. State departments of education appear to have some concerns but generally lack the resources to renderthe specific assistance desired. Discussions with the personnel in state departments indicated that they are more concerned about their regulatory functions than their leadership roles. They emphasized concern for support levels of the schools more than providing assistance in human relationships and instructional improvement, which were the primary concerns of the principals. Although they provide some in-service programs, with few exceptions these programs involve disseminating information which would be of value to the state department and the accomplishment of its objectives. Universities offer few means of assistance other than what is made available through formal graduate programs. Regional education laboratories, though a potential resource, are not directly accessible to the majority of principals and the USOE is so far removed from the sphere of the local school that what resources are available from this agency seldom reach the elementary school principal.

All of these potential resource agencies suffer from insufficient funds to a significant degree, a situation which curtails the usefulness of the service programs they offer. Both federal and state monies are insufficient to support the kinds of programs which are thought to be necessary.

Most principals recognized that they needed help both through individual consultation and through in-service preparation programs. Some were obviously reluctant to seek help, fearing that admitting they needed more training would detract from their professional stature. Some indicated that they did not know how to use sources of assistance, and, consequently, did not seek it or search out the sources through which it could be obtained.

Such an attitude is, unfortunately, all too common among elementary school principals; many seem prone to "professional obsolescence" and exhibit their lack of current knowledge in their closed-mindedness to new ideas, their inability to see the weaknesses in their instructional programs, and their unwillingness to accept change. There are principals in elementary schools who have had no refresher courses for more than 20 years. There are principals who rarely if ever read a professional book or journal, and there are those who are never released from their duties to attend an educational conference. These are not necessarily the exceptions to the rule. There is no agency in our society that consistently assists elementary school principals in maintaining their professional credentials. Their state associations are considered primarily the professional counterparts of the local "Kiwanis Club." State departments of education, with but few exceptions, lack the resources, the personnel, or the understanding necessary to develop the kinds of in-service education programs that are needed. Universities appear to be indifferent toward the needs of the field save for the offering of graduate courses and workshops for credit. In less than a handful of states are systematic and consistent in-service programs provided, but even these are not requirements for maintaining either contracts or certificates to practice. Few school districts seem to enforce regulations for maintaining currency of knowledge, and few school districts actually develop their own well-devised programs that particularly identify their needs.

Lacking the evidence that the public is willing to provide the essential resources for maintaining adequate instructional programs, denied adequate facilities, equitable distribution of funds for supplies and equipment and for competent and sufficient personnel, and uncertain of the public interest in the basic elements of a modern, professionally justifiable educational program, the elementary school principal almost inevitably concludes that if he decried these conditions and attempted to remedy them, his efforts would be poorly received and his position endangered. Lacking the benefit of adequate assistance

from outside his district and lacking the currency of knowledge that would help him cope with his problems, the elementary school principal is understandably confused about the nature of his responsibilities and the extent of his influence as an educational leader.

Recommendations

An analysis of the data collected in the course of this study leads to the conclusion that the quality and effectiveness of present elementary school programs are directly related to the quality and effectiveness of the elementary school principal. The evidence also reveals that there are significant ambiguities inherent in the elementary school principalship that seriously handicap the performance of the elementary school principal. There is considerable concern among principals about the imbalance of authority and responsibility in the elementary school principalship; this imbalance must be corrected before the principal can meet the apparent obligations of his position. Unless immediate action is taken to eliminate these problems, the future of elementary education in the United States is seriously endangered.

It must be decided whether the elementary school principal is supposed to be an expert in bringing about educational improvement or an expert in plant management and administrative detail. Whichever role is designated defining the principalship, the principal must be provided with training which is designed to develop the knowledge and skills required by the position, and he must be provided with the resources and supportive assistance necessary to do well what is expected of him.

The time is for action, forthright, bold, and positive. To develop the strategies through which the crisis is to be resolved will take large allocations of time, of money, and of the best professional educational resources that can be allocated to the task. This is the challenge to the U. S. Office of Education, to Congress, to the public, and to the educational profession for which an immediate response is essential. Action must be taken to:

1. Develop criteria which will explicity define the role of the elementary school principal and which will provide a means of measuring performance.

2. Revise current pre-service training programs and certification standards to provide the principal with the specific knowledge and skills necessary for high-quality leadership in the elementary school.

3. Strengthen resource agencies and improve their effectiveness in supplying principals with the assistance they need in maintaining modern, effective instructional programs in the elementary school.

The following specific recommendations are presented under each of these general areas of action to be considered by the various agencies for implementation.

Role Definition

1. Efforts should be made through state departments of education and local school districts to improve public understanding of the essential role and importance of elementary education.

2. The U. S. Office of Education should support a task force to define the role of the elementary principal, using the most capable professional resources available in the country today. This task force should study the evidence available, analyze the leadership needs of the elementary schools, recommend the basic patterns of leadership which are most promising for the future improvement of the schools, and define the essential ingredients of programs for the pre- and in-service education of principals.

3. Longitudinal trait studies on administrator effectiveness should be conducted to obtain clinical evidence which would serve to improve the identification, selection, and screening processes and criteria for administrative preparation and appointment.

4. In-depth research should be conducted on what makes a school a "beacon of brilliance" or a "pothole of pestilence." Definite characteristics should be identified and criteria established for the purpose of creating more "beacon" schools.

Preparation Programs

1. Preparatory institutions should evaluate and revise their preparatory programs. Preparatory institutions should maintain better communication with the field, and the attempts should be made to bridge the gulf between the field and the preparatory institution. Programs should emphasize less the academic study of administration, and greater emphasis should be placed upon the development of the skills, knowledges, and experiences essential for successful practice.

2. Pre-service programs for elementary school principals should be developed and implemented through the combined efforts of college and universities, ESPA, state departments of education, regional education laboratories and any other agencies appropriate for this task. It seems no longer appropriate for college and university officials to design and implement training programs on the injudicious analysis of already outdated college catalogs.

3. Pre-service preparation programs for elementary school principals should include an internship experience. College and universities can no longer ignore the internship as a vital part of the pre-service preparation program of school administrators.

4. In order to facilitate the development of field-oriented preparation programs colleges and universities must develop formulas for faculty work load assignments; i.e., supervision of interns, field research, classroom teaching, and professional consultation. Many college and university officials are rigidly attached to classroom assignments as the sole basis of determining faculty work load.

5. Competencies and personal characteristics should be taken into consideration to a greater extent than is presently apparent in the screening, selection, retention, and placement of potential principals.

Resources and Resource Agencies

1. Federal support for the development of continuous in-service education programs related to the basic needs of elementary school principals should be provided immediately. Priority should be given to the establishment of consorts which will involve the national and state elementary principal associations, state departments of education, and universities.

2. All federal funds should be authorized at least one full year in advance to allow time for planning and involvement in the project's inception at the local level. All funding should preferably be accomplished by May 1.

3. Title proposals should be evaluated on the basis of potential impact rather than on the basis of the locale or specific setting of the school in order to assure more equitable allocation of title funds.

4. Some provision must be made that will develop and maintain a national interest in and concern for the particular needs of elementary schools. Some agency within the U. S. Office of Education should be concerned with the continuous, systematic study of elementary education, providing information, analysis of needs, dissemination of new developments, and proposals for improvement.

5. Measures must be taken to increase the effectiveness and professional influence of the elementary school principals associations.

   a. The ESPA should, in cooperation with other agencies, develop procedures for the recruitment and screening

of candidates for the elementary school principalship.

b. Standards for membership in the ESPA should be developed which would include requirements of regular in-service training for maintenance of membership. These standards should specifically eliminate racially discriminatory practices, both among the membership and among elementary school principals as a whole.

c. ESPA should become more actively involved in research projects and pilot studies in addition to the dissemination of available research related to elementary school programs and leadership effectiveness.

d. DESP needs to be strengthened in human resources that can be directly available to state associations. If the DESP is to function as an effective resource agency, regional centers must be established that are staffed with consultants and publishing facilities.

e. The resources of the ESPA should be made equally available to all principals in the state. Where necessary to facilitate communication and coordination with other state resource agencies, regional organizations should be formed. Such regional organizations may effectively operate clearinghouse facilities through cooperation with regional DESP centers.

f. ESPA's should develop programs which provide in-service opportunities on more than a summer basis. These programs should include activities such as study groups, skill building courses, and workshops which identify problems and develop strategies effective for their solution. In-service education programs should be planned on the basis of careful and systematic identification of major needs and problems and should be designed in cooperation with other educational agencies within the state.

6. Local school districts must provide opportunities and incentives for participation in in-service education to eliminate "professional obsolescence" among elementary school principals.

a. To provide elementary schools with sufficient resources, district funds should be allocated on the basis of building and program needs rather than on the basis of level of school, political considerations or public demands.

b. School districts should require that principals participate in in-service education programs on a continuous basis.

c. Arrangements should be made for elementary school principals to visit schools that are operating programs of

proven effectiveness. Attention should be given to evaluation and implementation procedures.

d. School boards should, as quickly as possible, eliminate the teaching-principalship through district reorganization so that administrative units will support a full-time principalship within each building.

e. A ratio of student-supportive staff (both on the professional and para-professional level) should be established which will facilitate the most effective operation of a school.

7. Universities should work in cooperation with state departments of education, local school districts, and principal's associations in utilizing their resources for non-credit types of in-service education programs. Staffs of specialists who understand the problems of adult learning as well as the educational needs of the field should be secured to supervise and develop in-service education programs. Universities should employ personnel whose sole function is that of in-service education.

8. Regional educational laboratories should be considered as a vital future resource for elementary school principals; the USOE should maintain financial support so that the laboratories will have adequate time to test their products.

9. The position of State Superintendent of Public Schools should be removed from the political sphere and made an appointive rather than an elective position.

APPENDIX A

Out of 291 principals interviewed, 270 completed questionnaires. The following tables have been developed from these respondents.

Characteristics of Principal Participants

Age	A-1
Sex	A-2

Characteristics of Schools Administered by Principal Participants

Grades in Principalship	A-3
School Enrollment	A-4
Number of Teachers Under Principalship	A-5
Student/Teacher Ratio	A-6
Number of Aides	A-7
Number of Administrative Assistants	A-8
School District Organizations	A-9

Training of Principal Participants

Certification Held at Time of Interview	A-10
Certification Required for Present Position	A-11
Who Authorized Certificate	A-12
Who Issued Certificate	A-13
Adequacy of Training as Judged by Principal	A-14
Dates of Degrees and Certification	A-15
Type of First Certification Earned	A-16
Principals Certified Prior to First Principalship	A-17

Questionnaire A-18

Table A-1

AGE

Age	Number of Principals
Less than 30	0
30 - 34	18
35 - 39	56
40 - 44	66
45 - 49	39
50 - 54	42
55 - 59	25
60 - 64	18
65 - above	3
No Response	3
Total	270

Table A-2

SEX

Sex	Number of Principals
Male	213
Female	56
No Response	1
Total	270

Table A-3

GRADES IN PRINCIPALSHIP

Grades		Number of Principals by Regions I	II	III	IV	V	VI	VII	VIII	IX	National Total
K-Primary	K-1 K-2 K-3		2					1			3
K-Inter	K-4 K-5 K-6	14	17	24	10	20	2	20	18	8	133
K-Jr High	K-7 K-8 K-9	3	6	5	3	3	2	2	1	3	28
K-Other								1			1
1-Primary	1-2 1-3				1	1	1				3
1-Inter	1-4 1-5 1-6	9	7	4	15	8	16	5	3		67
1-Jr High	1-7 1-8 1-9	2	2		2	3	5	1	1	1	17
1-Other				2	1	2	1	1			7
Intermediate Only		2			1		2		1		6
Jr High Only								1			1
Other					1				1		2
No Response											2
Regional Totals		30	34	35	34	37	29	32	25	12	270

Table A-4

SCHOOL ENROLLMENT

No. of Pupils	Number of Principals by Regions									National Total
	I	II	III	IV	V	VI	VII	VIII	IX	
0-199	2			2						4
200-299	5	2	1	4	3	2	2	3	1	23
300-399	2	3	7	3	4	2	3	6	1	31
400-499	7	5	5	8	9	4	5	3	3	49
500-599	8	6	6	2	7	5	5	7		46
600-699	4	5	6	7	4	3	5	1	2	37
700-799	1	3	5	4	2	4	2	3	2	26
800-899		2	3	2	1	6	1	2	2	19
900-999		1	1	1	3	1	3			10
1000-1199	1	3	1	1	1	1	3		1	12
1200-above		2			3	1	2			8
No Response										5
Regional Total	30	32	35	34	37	29	31	25	12	270

Table A-5

NUMBER OF TEACHERS UNDER PRINCIPALSHIP

Number of Teachers	Number of Principals by Regions									National Total
	I	II	III	IV	V	VI	VII	VIII	IX	
1-4										0
5-9	4	1		3	1	1		2		12
10-14	3	4	3	5	6	1	4	7	2	35
15-19	9	7	12	6	6	9	4	3	2	58
20-24	8	9	6	11	10	5	8	6	3	66
25-29	3	3	8	5	4	7	4	2		36
30-34	1	3	1	2	4	1	2	2	4	20
35-39	1	4	3	1	3	1	4	2		19
40-44		1		1		2	2		1	7
45-49	1		1		1		1	1		5
50-above		2			1	1	3			7
No Response										5
Regional Total	30	34	34	34	36	28	32	25	12	270

Table A-6

STUDENT/TEACHER RATIO

Ratios	Number of Principals by Regions I	II	III	IV	V	VI	VII	VIII	IX	National Total
Less than 1/18	1	1	1	2	1	1		1	1	9
1/18 to 1/20	3	1	3	3	1	1	1	2		15
1/20 to 1/22	2	3	6	3	3	2	4	4		27
1/22 to 1/24	4	5	6	6	5	4	5	5	6	46
1/24 to 1/26	6	5	2	3	7	4	7	5	2	41
1/26 to 1/28	8	8	7	5	7	6	3	4	1	49
1/28 to 1/30	4	5	2	7	5	4	5	1		33
1/30 to 1/32	1	2	3	2	2	3	5	2	1	21
1/32 to 1/34	1	2	2	2	4	2		1	1	15
1/34 to 1/36			1		1	1	1			4
1/36 and above			1	1						2
No Response										8
Regional Totals	30	32	34	34	36	28	31	25	12	270

Table A-7

NUMBER OF AIDES

No. of Aides	Number of Principals by Regions									National Total
	I	II	III	IV	V	VI	VII	VIII	IX	
Less than 1						1				1
Less than 2	7	6	9	8	4	7	6	4	2	53
Less than 3	4	8	6	4	5	2	3	7	1	40
Less than 4	4	2	1	1	2		2	2	2	16
Less than 5	1	4	1	3	4	2	1	2		18
Less than 6	2	3			2	1	3	1		12
Less than 7	1	1	2		1	2	1	1		9
Less than 8	1	2					2			5
Less than 9					1					1
9 and more	1	1	2	1	3	1	3	1		13
None	9	5	13	15	14	9	9	5	6	85
No Response										17
Regional Totals	30	32	34	32	36	25	30	23	11	270

Table A-8

NUMBER OF ADMINISTRATIVE ASSISTANTS

Number of Assistants	Number of Principals by Regions									National Total
	I	II	III	IV	V	VI	VII	VIII	IX	
Less than 1						1	2	2		5
Less than 2	6	6	10	6	5	1	6	5	5	50
Less than 3		1		1	2	1	1			6
Less than 4	1				1					2
Less than 5					1			1	1	3
None	16	25	22	24	27	20	21	14	6	175
No Response										29
Regional Total	23	32	32	31	36	23	30	22	12	270

Table A-9

SCHOOL DISTRICT ORGANIZATIONS

Organization	Number of Principals by Regions									National Total
	I	II	III	IV	V	VI	VII	VIII	IX	
Elementary	3	3								6
City	9	6	12	4	15	12	12	11	6	87
County & Parish	2	10		8	10	15	10	1		56
Union								4		4
Unified	10	7	5	11	1	2	6	2	1	45
Independent	1	3	7	8	3					22
Joint & Common			3							3
Consolidated	3		2		2					7
Corporation										0
State									5	5
Other		2	3	2	4		3	3		17
No Response										18
Regional Total	28	31	32	33	35	29	31	21	12	270

Table A-10

CERTIFICATION HELD AT TIME OF INTERVIEW

Certification		Number of Principals by Regions I	II	III	IV	V	VI	VII	VIII	IX	National Total
Principal	Elem	17	3	10	14	14	7	22	9	7	103
	Jr High										0
	Hi School			1		3					4
	Principal				2		1	1			4
	Temp or Emerg									1	1
	Permanent			5	1	3	2	1	1	1	14
Other Admin	Admin	2	18	10	6	2	13	1	1	1	54
	Elem Adm	8	11	1	5	1	1		3		30
	Sup't	2			1		1				4
	Supervisor		1			4			2		7
	Coordin										0
Teacher	Elem			2		3					5
	Jr High								1		1
	Hi School					1					1
	Subj Area										0
	Spec Ed										0
	Other					2					2
Misc	Life			2							2
	Prof			1			1		1	2	5
	Basic										0
	Standard										0
	Emerg										0
	Provision or Temp					2			2		4
	Degree		1	3	5	2	3	7	1		22
Other		1							1		2
None									3		3
No Response											2
Regional Total		30	34	35	34	37	29	32	25	12	270

Table A-11

CERTIFICATION REQUIRED FOR PRESENT POSITION

Certification		Number of Principals by Regions I	II	III	IV	V	VI	VII	VIII	IX	National Total
Principal	Elem	16	5	13	15	11	8	22	10	8	108
	Jr High										0
	Hi School					3					3
	Princi pal						2	1			3
	Temp or Emerg										0
	Permanent			2				2	1	1	6
Other Admin	Admin	4	15	9	6	2	12		1	1	50
	Elem Adm	7	11	1	5	1			3		28
	Sup't										0
	Supervisor		1			4	1		2		8
	Coordin										0
Teacher	Elem			1		3					4
	Jr High										0
	Hi School										0
	Subj Area										0
	Spec Ed										0
	Other				1	2					3
Misc	Life			1							1
	Prof			1					1	2	4
	Basic										0
	Standard										0
	Emerg										0
	Provision or Temp					5			2		7
	Degree	1		4	7	4	5	6	1		28
Other		1		1							2
None				1		2			2		5
No Response											10
Regional Total		29	32	34	34	37	28	31	23	12	270

Table A-12

WHO AUTHORIZED CERTIFICATE

Who Authorized Certificate	Number of Principals by Regions									National Total
	I	II	III	IV	V	VI	VII	VIII	IX	
College, University, or Professor	5	5	9	7	13	4	2	2		47
State Dept of Ed or Supt of Instruction	23	28	26	26	23	24	26	19	12	207
School District or Dist Superintendent	2						3			5
Teachers' Prof Organization or Union										0
Other or Unknown		1			1		1			3
No Response										8
Regional Total	30	34	35	33	37	28	32	21	12	270

Table A-13

WHO ISSUED CERTIFICATE

Who Issued Certificate	Number of Principals by Regions									National Total
	I	II	III	IV	V	VI	VII	VIII	IX	
College, University, or Professor	1									1
State Dept of Ed or Supt of Instruction	28	32	35	34	36	29	29	21	12	256
School District or Dist Superintendent							1			1
Teachers' Prof Organization or Union										0
Other or Unknown	1	1			1		2			5
No Response										7
Regional Total	30	33	35	34	37	29	32	21	12	270

Table A-14

ADEQUACY OF TRAINING
AS JUDGED BY PRINCIPALS

Adequacy	Number of Principals by Regions									National Total
	I	II	III	IV	V	VI	VII	VIII	IX	
Extreme Inadequacy				1		1				2
Very Inadequate	1	3	1	3	2	1	1	2		14
Inadequate	7	6	5	8	6	2	3	4		41
Adequate	16	16	19	16	23	13	18	15	6	142
Very Adequate	4	9	5	5	3	9	8	1	4	48
Extreme Adequacy			2		1	2	1	2		8
No Response										15
Regional Total	28	34	32	33	35	28	31	24	10	270

Table A-15

DATES OF DEGREES AND CERTIFICATION

Dates	Bachelors	Masters	Doctorate	The First Administrative Certificate Earned By Principal
Prior to 1930	5	0	0	1
1930-34	12	1	0	1
1935-39	21	8	1	5
1940-44	33	10	0	5
1945-49	40	22	1	23
1950-54	84	53	1	46
1955-59	50	71	1	67
1960-64	17	61	5	70
1965-66	1	17	5	27
1967-68	0	3	0	5
None & Degree but no date	1	3	10	5
No Response	6	21	246	15

Table A-16

TYPE OF FIRST CERTIFICATION EARNED

Certification		Number of Principals by Regions I	II	III	IV	V	VI	VII	VIII	IX	National Total
Principal	Elem	12	2	5	11	11	9	12	4	6	72
	Jr High										0
	Hi School			1					1	1	3
	Principal					1	4	3		1	9
	Temp or Emerg			1			1		1		3
	Permanent			1	1	1		2	1		6
Other Admin	Admin	2	17	8	4	2	7	1			41
	Elem Adm	4	7	6	2	1	1			1	22
	Sup't	2			2		1		1		6
	Supervisor		1		1	5	1	1	1		10
	Coordin										0
Teacher	Elem					1					1
	Jr. High	1									1
	Hi School		1								1
	Subj Area										0
	Spec Ed										0
	Other		1				1				2
Misc	Life			3	1	1					5
	Prof		1	2		1			1	2	7
	Basic										0
	Standard			1	3						4
	Emerg										0
	Provision or Temp	2	1		3	8		4	5	1	24
	Degree			1	1		3	4			9
Other		4		2	2				1		9
None						1	1		1		3
No Response											32
Regional Total		27	31	31	31	33	29	27	17	12	270

Table A-17

PRINCIPALS CERTIFIED
PRIOR TO FIRST PRINCIPALSHIP

Certification	Number
Certified	142
Uncertified	115
No Response	13

NATIONAL ELEMENTARY PRINCIPALSHIP STUDY
OREGON STATE UNIVERSITY
CORVALLIS, OREGON

This questionnaire is the first of our data-gathering instruments. The questions contained herein are designed to gather information about you as an elementary school principal; your present responsibilities, your training and experience, and your perceptions regarding preparation programs for elementary school principals. This questionnaire will be picked up at the time of your actual interview with one of our research team members.

The information which you provide us will be held in the strictest confidence, and your responses will only be seen by research personnel involved on the elementary principal study. It is our hope that you will share openly with us your feelings and ideas, as well as factual background information, in order that we may obtain an in-depth perspective of the elementary school principalship.

Your cooperation and assistance are much appreciated. A member of our research team is looking forward to our actual meeting.

EDUCATIONAL RESEARCH CENTER
Oregon State University

THE ELEMENTARY SCHOOL PRINCIPALSHIP
Questionnaire

1. Name of School_____City_____State_____

2. Name_____Age_____Sex M_____ F_____

3. Grades included in your principalship_____Enrollment_____

4. Number of Teachers_____Aides_____Administrative Assts_____

5. School District organization (unified, county, etc.)_____

6. Certification you hold_____

7. Certification required for your present position_____

8. Who authorized your certification?_____

9. Who issued the certificate?_____

10. (Use scale below and circle appropriate response)
How adequate was your training in preparing you to deal with the problems you face as an elementary school principal?

Extremely Inadequate	Very Inadequate	Inadequate	Adequate	Very Adequate	Extremely Adequate
1	2	3	4	5	6

11. What recommendations, if any, would you make regarding the preparation of elementary school principals?_____

_____

_____

_____

_____

_____

_____

12. Describe briefly how you were selected for your present position.

_____

_____

13. List courses taken specifically for certification as an elementary school principal: (Beyond B.A.)

Rank	Dept	Course Name	Hrs	Rank	Dept	Course Name	Hrs

List courses other than for certification which you consider important in development as a principal:

Rank	Dept	Course Name	Hrs	Rank	Dept	Course Name	Hrs

Of all the courses listed above either for certification or other:

Rank the three most important which contributed to your effectiveness. (1) (2) (3)

TRAINING AND EXPERIENCE SEQUENCE

Respondent instructions: In order that we may better determine the background (s) of the elementary school principal, would you please account for all of your time spent between entry into a B.S. program and the present. Please make this account sequential in nature and include herein, formal academic training, professional experience, and any non-educational work experience which you have had in this interim.

DATE YRS	DURATION YRS/MTHS	EXPERIENCES City & State

QUESTIONS:

1. Degrees: Bachelors_____ Masters_____ Doctorate_____
   date date date

2. Year of first administrative certification_____Type of Certification_____

3. Were you certified before your first principalship? Yes__ No__

JOB DESCRIPTION

List five (5) functions for which you are responsible in your present position as principal.

_____

_____

_____

_____

_____

_____

APPENDIX B

Interview Guides

Elementary School Principals	B-1
Presidents of Principals Associations	B-2
State Departments of Education	B-3
University Personnel	B-4
Resource Agencies	B-5

ELEMENTARY SCHOOL PRINCIPALS

1. What are the problems which you presently face as principal of this elementary school?

   1.1 List problems
   1.2 Rank in order the three (3) most significant problems--as you see it (card)
   1.3 What are the primary causes?
   1.4 What stands in the way of resolving these causes?
   PROBE: What are the barriers to their solution?
   In what manner might you alleviate these causal factors?

2. What resources are available to assist you with these problems?

   2.1 List resources within district
   2.2 List resources outside district
   2.3 PROBE: State Dept. of Education, DESP, USOE, Colleges and Universities, Regional Labs, Intermediate Education Dist.
   2.4 How adequate are each (point scale)
   2.5 How extensively used (point scale)
   2.6 How might the above resources be more helpful?

3. What new or changing problems do you feel the elementary principal of this school must face within the next 10 years?

   3.1 List problems
   3.2 How will this affect the principal's role and responsibilities?
   3.3 What programs and resources would you suggest to assist you with these problems?

4. What do you consider to be the fundamental changes which have occurred in elementary education within the last five (5) years?

   4.1 List changes
   4.2 What are some of the unique characteristics of your present program which reflect your belief about these changes?
   PROBE: What do you consider to be the strengths of your present program?
   What do you consider to be its weaknesses?

5. Within the past two (2) years have you been contacted by any organization regarding improving preparatory programs for elementary school principals training?

   5.1 No___ Yes___
   5.2 Describe

6. As an elementary school principal, what do you consider to be your:

   6.1 Greatest strength
   6.2 Greatest weakness
   6.3 Greatest success
   6.4 Greatest failure

B-2

PRESIDENTS OF PRINCIPALS ASSOCIATIONS

1. What are the problems which elementary principals have in this state?

   1.1 List problems
   1.2 Rank in order the three (3) most significant problems--as you see it (card)
   1.3 What are the primary causes?
   1.4 What stands in the way of resolving these causes?
   PROBE: What are the barriers to their solution?
   In what manner might you alleviate these causal factors?

2. What programs are you presently conducting which are of assistance to elementary school principals?

   2.1 Describe
   2.2 How adequate are each? (scale)
   2.3 How extensively used? (scale)

3. What specific methods do you use in the dissemination of information to elementary school principals?

   3.1 Describe
   3.2 How successful have these been?

4. What are some of the barriers to the development of your program which assist elementary school principals?

   4.1 Describe
   4.2 What suggestions do you have to attack these barriers?

B-3

STATE DEPARTMENT PERSONNEL

1. What problems are elementary school principals presently facing on the job?

   1.1 List problems
   1.2 Rank in order the three (3) most significant problems--as you see it (card)
   1.3 What are the primary causes?
   1.4 Do you have a systematic program for identifying major problems?

2. What assistance do you offer practicing elementary school principals in developing approaches to these problems?

   2.1 List programs
   2.2 How adequate do you consider each to be? (Point scale)
   2.3 What suggestions do you have for improvement?

3. What resources are available to elementary school principals in developing approaches to present problems?

   3.1 List resources within the state department
   3.2 List resources outside the state department
   3.3 PROBE: Colleges and Universities, DESP, USOE, Regional Labs, IED
   3.4 How adequate are each? (point scale)
   3.5 How extensively used? (point scale)
   3.6 How might the above be more helpful?

4. Does the state department have a program for constant review and improvement of preparation programs?

   4.1 No___ Yes___ Describe.
   4.2 How do they evaluate programs for approval and accreditation?

5. What new problems do you see emerging within the next 10 years?

   5.1 List problems
   5.2 What programs would you suggest for developing resources to assist elementary school principals to deal with these problems?

B-4

UNIVERSITY PERSONNEL

1. Describe your present program in preparing elementary school principals.

   1.1 Pre-service
   PROBE: Screening procedures upon entry into program
   Procedures for systematic evaluation of candidates while in program
   1.2 In-service
   1.3 Research - Dissemination
   1.4 Are you contemplating any changes in this program?
   1.5 Do you work with other universities in program development? Describe.

2. What are the problems that practicing elementary school principals presently face on the job?

   2.1 List problems
   2.2 Rank in order the three (3) most significant problems--as you see it : most pressing : (card)
   2.3 What are the primary causes?
   2.4 Do you have a systematic program for identifying problems?

3. What resources are available to elementary school principals to assist with these problems?

   3.1 List resources within college or university
   3.2 List resources outside college or university
   3.3 PROBE: State Department of Education, DESP, USOE, Regional Labs, IED
   3.4 How adequate are each? (point scale)
   3.5 How extensively used? (point scale)
   3.6 How might the above resources be more helpful?

4. Does the state department have a program for constant review and improvement of preparation programs?

   4.1 No___ Yes___ Describe.
   4.2 How do they evaluate programs for approval and accreditation?

5. What new or changing problems do you feel the elementary principals of this state will face in the next 10 years?

   5.1 List problems
   5.2 How will this effect the principal's role and responsibilities?

B-5

RESOURCE AGENCIES

1. What programs are you presently conducting which are of assistance to elementary school principals?

   1.1 Describe
   1.2 How adequate are each? (scale)
   1.3 How extensively used? (scale)

2. What specific methods do you use in the dissemination of information to elementary school principals?

   2.1 Describe
   2.2 How successful have these been?

3. What are some of the barriers to the development of your programs which assist elementary school principals?

   3.1 Describe
   3.2 What suggestions do you have to attack these barriers

APPENDIX C

Correspondence

Letter sent to Elementary School Principals Association Presidents	C-1
Nominee Report Form	C-2
Suggested Guidelines	C-3
Letter to Elementary School Principals	C-4
Principal Acceptance Form	C-5

C-1

The following is an example of the letters sent to Presidents of Principals Associations, State Department of Education Officials, and University Personnel asking them for principal nominees.

Oregon State University has been contracted by the United States Office of Education to conduct a study of the issues and problems in elementary school administration. This study will analyze and describe the problems of administering the elementary schools as perceived by elementary school principals in all fifty states. Principals will be interviewed to determine their perceptions of their problems, and programs of colleges and universities approved for preparing elementary school principals will be studied to determine their relevance for the types of problems principals identify. Programs of state departments of education and the United States Office of Education will also be studied to determine the nature of the assistance which principals can receive in searching for solutions to their problems.

Our previous study of the issues and problems confronting school superintendents revealed that superintendents are faced with problems for which they feel they need additional training and assistance. As superintendents investigated the available resources to assist them in solving these problems they were dismayed at the existing void. Realizing that elementary school principals are key figures in implementing the overall goals of the educational program it is imperative that the issues and problems facing principals be identified and analyzed in order that appropriate steps can be taken to strengthen leadership in elementary schools.

We are asking the Elementary Principals Associations of each state, State Departments of Education, and selected major institutions which have approved programs for the certification of elementary school principals to assist us in this study by (1) suggesting names of practicing elementary school principals who represent varying sizes and kinds of schools and are willing to present their views openly and effectively and (2) participating in scheduled interviews, whereby, detailed information will be obtained relative to programs which relate to the problems of the elementary schools.

As president of the state Elementary Principals Association we consider you to be in a position to make discriminatory choices of candidates which will most adequately represent the elementary principals of your state. It is essential that all categories of schools be represented in the study, therefore, we ask you to nominate two or more individuals in each of the six categories listed on the enclosed nomination form. Criteria are enumerated on the form as suggestions to assist you in your selection.

Please return your list of nominees in the enclosed envelope at your earliest convenience. Upon completion of this study the final report of findings and recommendations as presented to the United States Office of Education will be available to all interested parties.

Sincerely,

Keith Goldhammer
Director

Gerald L. Becker
Associate Director

KG/GLB:ss

ELEMENTARY SCHOOL PRINCIPALS
NOMINEE REPORT FORM

A limited number of elementary school principals will be interviewed in this study; therefore, we suggest that you select individuals who:

(a) actively participate in professional activities outside their own school and are recognized for their leadership within their locale
(b) will be able to verbalize their points of view effectively
(c) are representative of the kind of school in which they function
(d) have had at least three years experience as a full time elementary school principal

Please list two or more names in each of the school categories described:

Category I - Administers a school in the inner-core of a metropolitan center
NAME SCHOOL CITY ZIP CODE

Category II - Administers a school in the outer-core of a metropolitan center
NAME SCHOOL CITY ZIP CODE

Category III - Administers a school in a suburban school district
NAME SCHOOL CITY ZIP CODE

Category IV - Administers a school in an intermediate size city school district
NAME SCHOOL CITY ZIP CODE

Category V - Administers a school in a small city school district
NAME SCHOOL CITY ZIP CODE

Category VI - Administers a school in a rural school district
NAME SCHOOL CITY ZIP CODE

Name of person completing form Position Address

U S P

C-3

SUGGESTED GUIDELINES

Because we wish to attain some degree of basic uniformity related to the demographic selection of principals and the communities in which they are performing principalship responsibilities, we are providing a basic definition of community size which will assist you in determining the categorization of principal nominees.

CATEGORY I: An inner-core of a metropolitan center should most often refer to a city of 50,000 inhabitants or more, and in particular, the center portion of that metropolitan area.

TEGORY II: An outer-core of a metropolitan center refers to the peripheral districts within a city of 50,000 inhabitants, or more, not to include the inner-core.

CATEGORY III: A suburban area should most often refer to a city of 25,000 to 50,000 inhabitants outside of a standard metropolitan area.

CATEGORY IV: An intermediate size district is a district within an area between 15,000 to 25,000 inhabitants.

CATEGORY V: A small school district would include districts within an area of between 2,500 to 15,000 inhabitants.

CATEGORY VI: A rural district refers to a school within a population area of less than 2,500.

C-4

Oregon State University has been contracted by the United States Office of Education to conduct a study of the issues and problems facing elementary school administration. This study will analyze and describe the problems of administering the elementary schools as perceived by elementary school principals in all fifty states. Principals will be interviewed to determine their perceptions of their problems. At the same time, programs of colleges and universities approved for preparing elementary school principals will be studied to determine their relevance for the types of problems principals identify. Programs of state departments of education, the United States Office of Education, and other regional or local agencies will also be studied to determine the nature and applicability of the assistance which principals can receive in searching for solutions to their problems.

Our previous study of the issues and problem confronting school superintendents revealed that superintendents are faced with problems for which they feel they need additional training and assistance. As superintendents investigated the availability of resources to assist them in solving these problems, they were dismayed by many apparent voids. Realizing that elementary principals are key figures in implementing the overall goals of the educational program, it is imperative that the issues and problems facing principals be identified and analyzed in order that more appropriate steps can be taken to both strengthen leadership in the elementary schools and also generate more adequate resources to assist elementary school principals toward the solution of their problems.

Educators in your state have suggested, through nomination, that you, as an elementary school principal, could most adequately present views on the issues and problems facing elementary school administrators. We ask for your consent to be included in our national sample of elementary principals and to share your perceptions with our research team. Your participation will involve a two-hour, uninterrupted, interview with one of our research team members and the completion of a questionnaire which will be sent to you in advance of the actual interview.

Your participation in this study will greatly assist in analyzing the present problems facing elementary school principals and in formulating strategies and programs which will affect those changes most appropriate for improving the leadership in our elementary schools. To the extent that this can be accomplished, the schools will more closely serve the needs of our children and our society.

It is our hope that you will participate in this study. Please complete the enclosed form and return it in the envelop provided at your earliest convenience.

Sincerely,

Gerald L. Becker
Associate Director
National Elementary Principals Study

GLB:cet

C-5

PLEASE RETURN REGARDLESS OF CHOICE

NAME_____SCHOOL_____

CITY_____STATE_____

_____ I am willing to participate in this study of the elementary principal. (Complete information below)

_____ I will be unable to participate. (Disregard information below)

* *

To facilitate advanced travel scheduling of our interview team, we have tentatively scheduled an appointment with you (subject to your confirmation of willingness to participate) for _____ in your office.

This time will be satisfactory. Yes____ No____

A more satisfactory time would be_____

PLEASE CHECK THE APPROPRIATE CLASSIFICATION FOR YOUR SCHOOL:

_____ I. A school in an inner-core of a metropolitan center (50,000 inhabitants or more).

_____ II. A school in an outer-core of a metropolitan center (50,000 inhabitants or more).

_____ III. A school in a suburban area (25,000 to 50,000 inhabitants on the fringe of a metropolitan area.

_____ IV. A school in an intermediate size population area (15,000 to 25,000 inhabitants).

_____ V. A school in a small population center (2,500 to 15,000 inhabitants).

_____ VI. A school in a rural population area (less than 2,500 inhabitants).